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ABSTRACT

Eleven papers are presented from the International Round Table on Vocational Training and Employment. Introductory materials are the program and list of participants. The papers are as follows: "Evolution de la Formation Professionnelle en Afrique et Contribution du Ciadfor au Cours de la Derniere Decennie" (in French); "Educacion, Empleo y Formacion Profesional en Venezuela" (Rita Pucci de Liprandi, in Spanish with an English summary, "Vocational Education and Training in Venezuela"); "Labour Policies, Employment and Training: An Overview of the Fondazione Giacomo Brodolini" (Leonello Tronti); "Vocational Training and Employment in Czechoslovakia" (Jaromir Coufalik); "Review of Vocational Training Programmes of Selected Developing Economies of Asia-Pacific Region" (A. M. A. H. Siddiqui); "Country Paper--Arforghe (Tunisia)" (Abdessalem Ajmi); "Current Vocational Training in Latin America" (Joao Alexim); "Vocational and Technical School in China and Prospects of International Cooperation" (Y. N. Chen); "Interaction between Secondary Education and Productive Work in China" (Qian Tang); and "Education and Training for Employment in the United States of America" (Ray Ryan). (YLB)

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INTERNATIONAL ROUND TABLE ON VOCATIONAL TRAINING AND EMPLOYMENT

TURIN, 17 - 20 JUNE 1991

U.S. DEPARTMENT OF EDUCATION
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PROGRAMME

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ISTITUTO PER LO SVILUPPO DELLA
FORMAZIONE PROFESSIONALE DEI LAVORATORI - ROMA

and

INTERNATIONAL TRAINING CENTRE OF THE ILO - TURIN

ILO

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INTERNATIONAL ROUND TABLE ON VOCATIONAL TRAINING AND EMPLOYMENT
(17-20 June 1991)

PROGRAMME

Sunday, 16 June 1991

	Participants will arrive in Turin according to individual travel instructions issued by the Turin Centre.
	Accommodation at the Centre (Reception).
15.30	Registration (Reception).
16.00 **Pavilion P.3**	Presentation of ILO International Training Centre and presentation of ISFOL
	Brief guided tour of Centre installations
19.30	Buffet (Restaurant, Pavilion U Thant)

Monday, 17 June 1991
Pavilion P.3

08.30	Administrative arrangements
09.00	Opening ceremony (addresses by ISFOL, ILO Turin Centre and the International Labour Office)
09.30-12.30	Presentation of reports Discussion
13.00	Buffet (Restaurant, Pavilion U Thant)
14.30-16.45	Presentation of reports Discussion
17.00	Administrative arrangements
17.30	Departure, by bus, from Reception: Visit to the Agnelli Foundation and presentation of its activities in training-related fields.
	Visit of the City of Turin.

Tuesday, 18 June 1991
Pavilion P.3

08.30-12.30	Presentation of reports Discussion
13.00	Buffet (Restaurant, Pavilion U Thant)
14.30-16.30	Presentation of reports Discussion
16.45	Departure, by bus, from Reception: Visit to "Casa di Carità Arti e Mestieri" Corso B. Brin, 26, Turin
19.00	Reception offered by the City of Turin at the Town Hall

Wednesday, 19 June 1991
Pavilion P.3

08.30-13.00	Plenary discussion Round up and conclusions
13.15	Buffet (Restaurant, Pavilion U Thant)
16.15	Departure for the airport by bus
18.35	Flight to Rome, Alitalia AZ 195
19.40	Arrival in Rome and transfer to Hotel Metropole (Via Principe Amedeo 3, tel 06 47.74)
21.30/22.00	Dinner at Hotel Metropole

Thursday, 20 June 1991

08.30	Departure from hotel by bus, to Parliament (Via Campo Marzio) Ceremony of presentation of the Italian National Report on Vocational Training prepared by ISFOL. (English and French Interpretation available).
	Buffet (at the Parliament)
	Back to Metropol Hotel bu bus Individual departures for the countries of origin (late afternoon and evening).

SUBJECTS PRESENTED BY ISFOL SESSION LESDERS

1. Possible scenes of vocational training
   A. Tamborlini
2. Scenes of labour market
   N. Galloni
3. Regional vocational training in Italy
   O. Ruberto
4. Systems and types of qualifications in Italy
   C. Tagliaferro
5. Labour policies and vocational training policies
   L. Forlani
6. Dynamics of the labour market
   L. Battistoni

ADMINISTRATIVE CONDITIONS

Acceptance:

Deadline is set on June 2nd, 1991, at the latest.

Travel:

The International Training Centre of the ILO will issue economy class airline tickets: place of residence/Turin/place of residence, using whenever possible special discounted fares, to ensure that the limited available resources can be used to facilitate the participation of as many countries as possible. These tariffs may entail some routing and timing constraints, which will be outlined to each participant. We apologize in advance for any inconvenience in this regard.

Visas:

Participants must obtain an italian visa, if required, at the nearest Italian Embassy or Consulate. The Centre is ready to help upon request.

Hospitality:

A single room will be put at the disposal of each participant at the Centre Residence in Turin. For the night of 19 June bookings are made at a hotel in Rome.
Meals will be offered in Turin on 16 June evening (buffet), 17 June noon (buffet), 17 June evening (reception), 18 June noon (buffet) 18 June evening (reception), 19 June noon (buffet), and in Rome on 19 June evening and 20 June noon. All meals (including breakfasts) until 19 June noon, will be served at the Centre Restaurant. Receptions will take place at the Agnelli Foundation and the City of Turin. Participants who wish to have dinner after the receptions will be free to make their own arrangements.
Dinner on 19 June and lunch on 20 June will take place at a restaurant in Rome, as arranged by ISFOL.
Tea and coffee breaks will be provided.

Under UN common system regulations, as board and lodging will be provided, participants will receive 20 per cent of the prevailing UN DSA rate for Italy, to cover incidental expenses.

INTERNATIONAL ROUND TABLE ON VOCATIONAL TRAINING AND EMPLOYMENT

TURIN, 17 - 20 JUNE 1991

LIST OF PARTICIPANTS

ISTITUTO PER LO SVILUPPO DELLA
FORMAZIONE PROFESSIONALE DEI LAVORATORI - ROMA

and

INTERNATIONAL TRAINING CENTRE OF THE ILO - TURIN

INTERNATIONAL ROUND TABLE ON VOCATIONAL TRAINING AND EMPLOYMENT

(17-20 June 1991)

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UIL, Torino
(Unione Italiana Lavoratori)

UNIONE INDUSTRIALE, Torino

FONDAZIONE GIOVANNI AGNELLI, Torino

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CIADFOR

CENTRE INTERAFRICAIN
POUR LE DEVELOPPEMENT
DE LA FORMATION PROFESSIONNELLE

EVOLUTION DE LA FORMATION PROFESSIONNELLE EN AFRIQUE ET CONTRIBUTION DU CIADFOR AU COURS DE LA DERNIERE DECENNIE

TABLE RONDE SUR LA FORMATION
PROFESSIONNELLE ET L'EMPLOI

CENTRE INTERNATIONAL DE FORMATION

17 - 18 - 19 - 20 JUIN 1991

MAI 1991

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1. EVOLUTION DE LA FORMATION PROFESSIONNELLE EN AFRIQUE

Dans la plupart des pays africains, la faiblesse des effectifs de l'enseignement technique et de la formation professionnelle au moment de l'Indépendance et au cours des premières années qui ont suivi, a conduit les entrepreneurs à recruter une main-d'oeuvre généralement peu qualifiée et à en assurer la formation sur le tas, ou à engager du personnel expatrié.

Pour pallier le manque de nationaux formés, le recours à des cadres et à des techniciens étrangers est la règle.

La formation professionnelle telle qu'elle est vécue dans les pays industrialisés est d'introduction récente en Afrique.

On peut retenir trois principales étapes dans son développement correspondant à des préoccupations fondamentalement différentes. Les promoteurs en ont été tour à tour les puissances coloniales, les employeurs et les Etats ayant accédé à la souveraineté nationale et internationale. Sans entrer dans le détail, on peut dire que dans les deux premiers cas, la raison implicite, est que, pour l'exploitation des ressources naturelles et des populations de la colonie au bénéfice du développement de la métropole, la formation d'auxiliaires pour l'exécution des tâches administratives ou techniques apparaît indispensable.

Mais les infrastructures d'accueil demeurent limitées, correspondant juste au minimum nécessaire pour l'administration du territoire et l'économie de traite.

Ainsi, pour l'Afrique Occidentale Francophone si l'on note l'existence d'écoles professionnelles ou agricoles dans les différents territoires, une seule structure forme les cadres des Travaux Publics.

La situation n'est guère meilleure dans les pays anglophones si l'on en juge par l'exemple de la Gambie où la formation professionnelle ne débute qu'en 1948 dans un Centre Technique ayant pour vocation la formation des artisans et des déscolarisés dans les spécialités de la menuiserie et de la maçonnerie.

Cette situation prévaudra jusqu'en 1961.

Avec les indépendances, le manque de main-d'oeuvre qualifiée pour soutenir et promouvoir les programmes de développement économique et social, apparaît ainsi pour tous les Etats comme un handicap majeur de nature à compromettre la permanence du développement national.

Aussi, dans le cadre de l'effort général d'éducation des populations, les pouvoirs publics mettent-ils en place progressivement un système cohérent et diversifié d'enseignement technique et de formation professionnelle, ceci au prix de très lourds sacrifices.

Dans leur démarche, on peut retenir trois principales étapes :

1.1. La Période 1960-1970

Elle se caractérise par un développement d'ensemble du système éducatif sans que pour autant on ait donné à la formation de cadres techniques, d'ouvriers et d'employés qualifiés toute la place qu'elle mérite et surtout en l'absence d'une politique et d'objectifs cohérents clairement exprimés en matière de formation professionnelle (voir encadré page suivante).

Les formations dispensées relèvent très généralement des métiers de base et on est loin de couvrir les besoins de spécialisation compte tenu de la diversité et de l'étendue des spécialités et postes que requiert le fonctionnement normal des entreprises.

Les systèmes de formation qui se mettent progressivement en place s'inspirent largement des idées qui prévalent dans les anciennes métroples et "privilégient selon les cas, la formation en entreprise (systèmes où prévaut l'influence de la Grande Bretagne), la formation professionnelle réalisée dans des écoles de formation, là où prédominent l'influence de la France, de la Belgique et du Portugal". (1)

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(1) Interaction entre Gouvernements et Organisations d'Employeurs et de Travailleurs en matière de Formation Professionnelle -Afrique- Document de Base. OIT- CIADFOR- Centre de TURIN- Séminaire du 14 au 25 Novembre 1983 - TURIN.

Dans ce domaine, la première date qu'il convient de retenir est celle de la Conférence des Etats Africains sur le Développement de l'Education réunie à Addis-Abeba du 15 au 25 Mai 1961 sous l'égide de l'UNESCO.

A cette occasion, le plan à long terme (1961-1980) se fixait pour objectifs :

- l'Enseignement Primaire Universel, gratuit et obligatoire ;
- Education Secondaire pour 30 % des enfants ayant terminé les études primaires (23 % du groupe d'âge correspondant).

La Formation Professionnelle ne constitue pas encore un axe prioritaire de la réflexion des Ministres de l'Education.

Les Conférences successives, Conférences annuelles des Pays francophones, Conférence africainede Nairobi de 1968 pour faire le point par rapport aux visées de 1961, analysent l'évolution de l'enseignement primaire et secondaire général, soulignent leur inadaptation aux réalités africaines et la nécessité de la création de cycles post-primaires d'adaptation à la vie active.

Cependant, si l'on se préoccupe de l'enseignement scientifique et technologique (Conférence internationale de Lagos, Août 1964; Conférence internationale de Nairobi, Mars 1968 ; Conférence internationale Gastafrica de Dakar, Janvier 1974), il n'est encore nulle part question d'une politique de l'Enseignement Technique et de la Formation Professionnelle.

A la Conférence internationale de Nairobi sur l'Education et la Formation Scientifique et Technique dans leurs rapports avec le développement, la Commission chargée d'examiner certains aspects particuliers des problèmes relatifs à l'enseignement et à la formation scientifique et technique, s'exprimait dans des termes qui traduisent bien les sentiments qui prévalent : "Il ne faut pas confondre la technologie, ni avec les sciences fondamentales dont les buts et les méthodes sont de nature différente, ni avec les travaux manuels du type courant - travail des métaux et du bois, verrerie, modelage et céramique".

Dès la fin des années soixante cependant, on s'aperçoit que l'école classique n'a pas tenu toutes ses promesses. La nécessité d'une réforme des systèmes éducatifs se fait pressente.

Les systèmes traditionnels d'éducation formelle ne satisfont en effet que partiellement aux besoins exprimés par les entreprises pour pourvoir leurs différents postes de travail d'une part et répondre aux aspirations des bénéficiaires d'autre part. Le système se révèle incapable de transmettre les attitudes, aptitudes et savoir-faire indispensables à une insertion harmonieuse dans le système productif. L'adaptation aux technologies particulières des unités de production nécessite très souvent qu'une formation complémentaire soit dispensée aux produits de l'enseignement technique et professionnel.

Les défaillances de la formation initiale ont conduit à s'interroger sur les solutions alternatives possibles pour que l'éducation et la formation participent davantage, en rapport avec les efforts consentis en ce domaine, à l'effort général de développement.

Une importante réflexion a donc été conduite dès la fin des années soixante, pour identifier les problèmes clés et dégager les moyens adéquats de transfert des savoirs et savoir-faire.

Selon la nature des problèmes, des solutions vont être envisagées dans deux directions.

En premier lieu, la formation professionnelle définie comme étant une formation donnée "en vue de l'acquisition des aptitudes nécessaires à l'exercice d'un métier précis" devrait fournir des "produits finis" adaptés à la profession et directement utilisables par elle. Dans la pratique, la formation dans des Centres de formation n'a que très rarement donné satisfaction dans ce domaine.

Il apparaît donc de plus en plus clairement que les entreprises ont un rôle capital à jouer dans la formation de la main-d'oeuvre. L'élaboration de la politique de formation, la détermination des moyens et des contenus de la formation, l'exécution et le contrôle de celle-ci doit se faire en concertation avec les employeurs.

C'est dans ce contexte que vont se développer les structures tripartites de gestion de la formation professionnelle : (Offices, Agences ou Instituts de Formation Professionnelle) avec l'appui du Bureau International du Travail.

En second lieu, le problème posé est celui de l'intégration de la Formation Professionnelle à l'Education Nationale. Les résultats peu performants obtenus dans ce cadre ont conduit à se poser des questions sur l'opportunité d'une telle organisation et beaucoup de pays africains se sont orientés progressivement vers une formation professionnelle autonome.

1.2. La Décennie 1970-1980

Comme souligné ci-dessus c'est elle qui voit les premiers essais d'une structuration véritable de l'enseignement technique et de la formation professionnelle par la multiplication de structures spécialisées.

1.2.1. Les Structures tripartites de gestion de la formation professionnelle

L'intervention de l'Etat se concrétise, au cours des années soixante, par la création de Centres spécifiques de formation pour répondre aux besoins de la Fonction Publqiue, par l'organisation de structures d'appui à la formation au sein des entreprises, par l'organisation de l'apprentissage.

Dans la plupart des pays africains, on a été conduit à créer des institutions chargées de gérer, au niveau national les systèmes de formation professionnelle.

Les premières structures mises en place (Offices, Agences, Instituts Nationaux de Formation Professionnelle) sont à gestion tripartite. La collaboration entre les Gouvernements et les Partenaires Sociaux s'avère à ce niveau indispensable à l'implantation d'un appareil souple et solide.

Deux raisons principales sont à l'origine de l'implication des entreprises en matière de formation professionnelle :

- L'ampleur des programmes à mettre en oeuvre incite tout naturellement à conjuguer les efforts des uns et des autres. Ainsi, parallèlement à la mise en place progressive par les autorités gouvernementales de structures de formation professionnelle, d'institutions de promotion et de soutien de celle-ci pour le secteur privé moderne, on favorise la création de Centres permanents au sein des entreprises. Les grandes unités de production en sont les premiers bénéficiaires (Entreprises des Chemins de Fer, Sociétés d'Eau et d'Energie, etc....)

- Les importants investissements que nécessite l'enseignement technique et la formation professionnelle, engagent les Etats à rechercher les voies et moyens pour s'assurer de la rentabilité des efforts financiers consentis. Dans ce contexte, responsabiliser les entreprises ne peut que compléter judicieusement l'action des pouvoirs publics.

Plusieurs pays africains ont suivi cette orientation. Des structures répondant aux préoccupations ci-dessus mentionnées ont ainsi été créées avec cependant des formes diverses et des niveaux de développement contrastés.

Le dispositif envisagé comprend les Centres de perfectionnement, les Offices et Instituts nationaux de formation professionnelle.

Au Titre des Centres de Perfectionnement, on peut citer :

- Le Centre de Perfectionnement du Personnel des Entreprises du Bénin ;

- Le Centre National de Qualification Professionnelle du Sénégal.

A ce stade, l'accent est mis sur la mise à disposition des entreprises de moyens appropriés de formation professionnelle capables :

- De bénéficier des économies d'échelle résultant d'une approche globale (structures très souvent conçues au niveau de la branche d'activité pour répondre aux besoins des P.M.E. ou de la famille de métiers) ;
- D'améliorer la qualité de la main-d'oeuvre au niveau ouvrier, agent de maîtrise et éventuellement, cadre moyen ;
- De former des ouvriers aussi bien adaptés que possible aux postes de travail existants, afin d'assurer leur emploi immédiat.

La formation en entreprise n'est pas l'objectif principal. Tout au plus ces structures intègrent-elles à leur méthode d'approche l'étude des postes et des populations cibles.

Les Offices et Instituts Nationaux de Formation Professionnelle :

Parmi ces Institutions, on peut mentionner :

- l'Office National de Formation Professionnelle (ONFP) de Côte d'Ivoire (créé dès 1966) ;
- l'Agence Nationale de Formation et de Perfectionnement Professionnels (ANFPP) du Gabon ;
- Le "National Vocational Training Institute" (NVTI) du Ghana ;
- L'Office National de Promotion de l'Emploi (ONPE) du Burkina-Faso ;
- L'Institut National de Préparation Professionnelle (INPP) du Zaïre ;
- L'Industrial and Vocational Training Board (IVTB) de l'Ile-Maurice ;
- L'Office National de Formation et de Perfectionnement Professionnels (ONFPP) de la Guinée ;
- Etc....

Au Togo, le Centre National de Perfectionnement Professionnel a fait place, en 1983, à l'Institut National de Formation et de Perfectionnement Professionnels.

Cette évolution caractérise aussi le Sénégal où un Office National de Formation Professionnelle vient d'être créé.

Quel rôle a-t-on assigné à ces différents organismes ? Dans l'ensemble, ils ont la responsabilité de la promotion de la formation.

Les textes relatifs à leurs objectifs et à leur organisation précisent les conditions dans lesquelles devrait se concevoir la participation des entreprises dans les domaines de la réalisation de la formation, du financement et de l'évaluation de celle-ci. Ces textes créent en outre des liens juridiques et organiques précis entre l'Etat et les Partenaires Sociaux, situant les responsabilités de chacun en matière de formation.

Dans la loi de 1970, créant l'Institut National de Formation Professionnelle (N.V.T.I.) du Ghana par exemple, il est précisé :

- L'Institut a pour rôle de coordonner au niveau national tous les aspects de la formation professionnelle y compris l'apprentissage.
- Organiser l'apprentissage, la formation en entreprise et former à cet effet les instructeurs et les formateurs requis.

Cette conception n'est pas spécifique. Dans la plupart des pays africains, les institutions créées sont chargées de gérer au niveau national les systèmes de formation professionnelle. Elles assument des fonctions de formation et de perfectionnement au sein de Centres spécialisés qui leur sont propres, et qui constituent des outils spécialement destinés aux industriels et aux entreprises du secteur moderne.

Parallèlement, elles recherchent et favorisent une participation de plus en plus active des entreprises à la formation de la main-d'oeuvre. Cette démarche étant sous-tendue par l'élaboration de textes réglementaires définissant leur participation financière et les incitant, grâce à des systèmes de ristourne ou d'exonération, à se doter de moyens de formation interne.

Malgré les efforts consentis, les résultats escomptés n'ont pu être atteints et d'importantes distorsions sont demeurées soulignant ainsi l'inadaptation des politiques de formation professionnelle mises en place. La complexité du problème n'est pas étrangère à cette deconvenue. En effet il s'agissait de développer à la fois des structures de formation variées, de concevoir et d'élaborer des programmes de formation adaptées. Ceci ne pouvait se faire efficacement sans des capacités d'études et d'ingénierie qui faisaient le plus souvent défaut. C'est pourquoi certains pays se sont orientés résolument vers la création de Départements Ministériels spécifiques.

1.2.2. Les Ministères de l'Enseignement Technique et de la Formation Professionnelle

La création de Départements Ministériels spécifiques pour l'Enseignement Technique et la Formation Professionnelle a été perçue comme un moyen privilégié de développement de ce sous-secteur de l'éducation et de la formation. Par une attribution de moyens adéquats en ressources financières, humaines et matérielles, on pense ainsi promouvoir un système intégré de formation technique et professionnelle.

Ont été ainsi créés entre autres : (2)

- Les Ministères de l'Enseignement Technique et de la Formation Professionnelle de Côte d'Ivoire et du Togo,
- L'ancien Ministère de l'Enseignement Technique et Professionnel en Guinée,
- L'ancien Ministère de la Formation Professionnelle et de la Promotion de l'Artisanat du Gabon,
- L'ancien Secrétariat d'Etat à l'Enseignement Technique et à la Formation Professionnelle du Sénégal.

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(2) Il est toutefois à noter que dans un pays comme le Sénégal, l'Enseignement Technique et la Formation Professionnelle constitue un Département Ministériel séparé dès après l'Indépendance. Il s'agit là d'un cas spécifique. La réforme des enseignements techniques et professionnels intervenue en 1972, verra la suppression de cette autonomie jusqu'en 1983 avec la création d'un Secrétariat d'Etat à l'Enseignement Technique et à la Formation Professionnelle qui n'aura duré que 3 ans car, il disparait avec le remaniement ministériel de Janvier 1986. Depuis AoÛt 87 la formation professionnelle au Sénégal est gérée par un Office National de la Formation Professionnelle.

Quels problèmes entendait-on résoudre par la mise en place de ces structures ? On peut entrevoir la réponse au travers des exemples empruntés à la Côte d'Ivoire et au Togo.

En Côte d'Ivoire, la création d'un Ministère de l'Enseignement Technique et de la Formation Professionnelle remonte à 1970. Elle devait permettre de renforcer les actions déjà entreprises et répondre à des préoccupations essentielles qui se résumaient comme suit dans le Plan de développement quadriennal 1967-1970 :

-"Il est important qu'une insuffisante qualification de la maind'oeuvre ne freine pas le progrès économique du pays,

- la technicité toujours croissante des emplois offerts exige des travailleurs une qualification professionnelle sans cesse accrue,
- La mise en place de moyens nouveaux de formation devant un grave déficit de cadres moyens et supérieurs,
- Traiter dans le même cadre conceptionnel de la formation professionnelle aux différents niveaux.

Une structure permanente au niveau gouvernemental s'avérait nécessaire quand on sait que la formation des cadres exige à partir d'un niveau de culture de base adéquat plusieurs années de scolarité technique et d'expérience pratique.

Dans ce contexte, la préparation des jeunes aux emplois d'ouvriers et d'employés qualifiés ne doit pas être traitée comme secondaire et subsidiaire."

Les différentes tentatives de traiter des problèmes d'éducation et de formation dans un cadre cohérent demeurant parcellaires on peut lire dans le rapport d'exécution du plan en 1969 ce qui suit. "Il est préoccupant de constater qu'à la veille de s'engager dans une nouvelle décennie, la Côte d'Ivoire ne dispose pas du cadre lui permettant de fixer objectifs et moyens dans le domaine de la formation ; il est indispensable qu'à l'occasion de l'adoption du plan 1971-1975, le Gouvernement définisse la politique qu'il entend suivre dans ce domaine et les moyens qu'il décide d'y consacrer".

Dans le cas du Togo, la réforme de l'enseignement de 1975 a fixé un certain nombre d'objectifs intéressant l'enseignement technique et professionnel. Concernant les structures par exemple, on préconise la multiplication des Collèges d'Enseignement Technique (C.E.T.) et une politique d'implantation régionale, l'augmentation de nombre de Lycées Techniques devant non seulement desservir équitablement toutes les régions économiques du pays, mais aussi les secteurs économiques les plus vitaux y compris le secteur informel.

Le Gouvernement togolais a pris au cours des dernières années, un certain nombre de mesures allant dans le sens du développement de l'enseignement technique et de la formation professionnelle. Ainsi, en Novembre 1983, une Direction de l'Enseignement Technique et Professionnel a été créée auprès des Ministères de l'Enseignement des 1er et 2ème degré et des 3ème et 4ème degré et de la Recherche Scientifique. Lors de la restructuration du Gouvernement en Septembre 1984, un Ministère de l'Enseignement Technique et de la Formation Professionnelle a été créé. Il a pour rôle de coordonner et contrôler toutes les actions et initiatives en matière de Formation Technique et Professionnelle. Ses attributions couvrent :

- La définition des objectifs nationaux en matière de formation professionnelle ;
- La programmation de ces objectifs et la recherche de voies et moyens pour y parvenir ;
- La mobilisation et la mise en oeuvre de tous les moyens nécessaires, notamment en ce qui concerne :
  - . l'adéquation Formation-Emploi,
  - . l'amélioration de la qualification dans tous les secteurs d'activité.

Le cas togolais présente deux innovations importantes :

a) L'existence d'un Conseil supérieur de la Formation Professionnelle, organe consultatif auprès du MET/FP

Il est consulté et donne un avis sur toutes les questions relatives à la politique nationale en matière de Formation Professionnelle, quel que soit le Département Ministériel qu'elles intéressent, émet des recommandations à l'intention du Ministre de l'Enseignement Technique et de la Formation Professionnelle.

b) La création au sein du MET/FP, d'une Direction des Etudes, Recherches et Prospectives, organe de conception chargé de la mise en place :

- d'un mécanisme régulier d'analyse, de collecte d'informations et de données sur la situation de l'offre et de la demande de qualifications de base ;
- d'une capacité d'investigations ponctuelles sur des secteurs encore peu développés et qui requièrent une initiative gouvernementale ;
- d'une instance de coordination interministérielle pour le rassemblement des données disponibles dans les différents services ayant à traiter des problèmes de formation et d'emploi (Ministères du Développement Rural, de la Santé, du Travail et de la Fonction Publique, du Plan et de l'Education Nationale, etc...).

Nous avons tenté à travers ces deux exemples d'illustrer les préoccupation et les objectifs assignés aux Départements Ministériels en charge de l'Enseignement Technique et de la Formation Professionnelle.

On peut décéler la permanence de certaines préoccupations. Il s'agit notamment du souci manifeste :

- de promouvoir la formation professionnelle ;
- d'assurer l'adéquation formation-emploi en associant les différents partenaires de l'Etat à la définition des politiques et programmes de formation ;

- de traiter de l'Enseignement Technique et de la Formation Professionnelle dans un cadre conceptuel global au niveau national.

1.3. Les Développements récents et les Orientations Nouvelles

La mise en oeuvre de ces programmes d'action a débouché dans certains cas sur un développement important des structures de formation professionnelle depuis 1970.

Cependant, d'importantes difficultés pèsent sur le système et gênent les efforts entrepris pour réaliser les objectifs. Les réflexions conduites de 1975 à nos jours en témoignent.

Ainsi en Gambie, c'est dans le cadre du premier plan quinquennal de développement couvrant la période 1976-1980 que sont définies les stratégies de la formation professionnelle.

Au Kenya, l'objectif recherché est la professionnalisation du système d'éducation. Les recommandations du Comité National sur les Politiques et les Objectifs de l'Education formulées en 1981 vont dans ce sens. Elles ont eu pour conséquence, la redéfinition du cursus scolaire en 1985. La durée des cycles passe ainsi de 7, 6 et 3 ans respectivement pour le primaire, le secondaire et le supérieur à 8, 4 et 4 ans.

L'objectif premier assigné au système est de dispenser des connaissances scientifiques et pratiques utiles aussi bien dans le cadre de l'auto-emploi que du salariat et autorisant une formation complémentaire, diplomate aux différents niveaux du système. Ceci est rendu possible par l'introduction de programmes techniques et professionnels obligatoires aux niveaux primaire et secondaire.

Au Nigéria, la réforme de l'éducation de 1981 est basée sur les mêmes principes même si le découpage des études est différent avec des cycles de durée respective de 6, 3, 3 et 4 ans.

Ces exemples illustrent clairement le malaise qui prévaut dans le domaine de la formation professionnelle en Afrique. Cette situation a pour conséquence, une instabilité des structures de gestion de la Formation Professionnelle (3) et des incohérences dans la définition des politiques.

Elle se traduit aussi par la diversité des solutions proposées (professionnalisation de l'enseignement notamment, dans les pays anglophones, Directions de l'E.T./F.P. au sein des M.E.N., création d'Instituts et d'Offices Nationaux, Départements Ministériels spécifiques dans les pays francophones.

Les difficultés et contraintes qui sont à l'origine de ce "malaise", les perspectives et les enjeux peuvent être identifiés à différents niveaux.

1.3.1. Les Difficultés et les Contraintes

On note dans la grande majorité des pays africains l'inexistence de structures susceptibles d'éclairer les concepteurs des programmes de formation.

A cela s'ajoute une forte dispersion organisationnelle des structures de gestion de la formation sans cellule identifiée de coordination (4).

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(3) De nombreux exemples illustrent ce phénomène. Les créations et les suppressions de structures sont monnaie courante. Nous avons déjà décrit l'évolution qui a caractérisé le SENEGAL. En GUINEE, l'Enseignement Technique et Professionnel a été de nouveau intégré à l'Education Nationale, avant de passer au Ministère des Affaires Sociales et de l'Emploi. En COTE D'IVOIRE, le Ministère de l'Enseignement Technique et de la Formation Professionnelle créé en 1970, supprimé en Novembre 1983, a été restauré en Juillet 1986.

(4) Ainsi, en COTE D'IVOIRE outre les Ministères chargés à titre principal d'éducation et de formation, Education Nationale, Enseignement Technique et Formation Professionnelle), la liste est longue des Ministères responsables d'Ecoles ou de Centres de Formation. On peut citer entre autres, le Ministère de l'Agriculture, le Ministère des Travaux Publics et des Transports, le Ministère des Postes et Télécommunications, le Ministère de la Santé Publique, le Ministère de la Défense, etc...

Si cette pratique peut se justifier pour des Départements ministériels ayant des missions spécifiques et formant exclusivement pour leurs besoins, elle semble beaucoup moins pertinente là où les préoccupations du secteur privé doivent être prises en compte. L'engorgement actuel de la Fonction Publique devrait inciter à repenser le système.

Cette situation entraine des conséquences directes pour la gestion du système car les décisions concernant l'affectation optimale des ressources ne peuvent être prises d'une façon intégrée.

L'absence d'une budgétisation par objectifs, coordonnée entre les différents secteurs de l'éducation rend difficile l'exécution d'une politique cohérente, même si les résultats souhaités étaient clairement définis.

Au titre des contraintes pesant sur les systèmes d'enseignement, on peut relever la croissance démographique, la faiblesse des moyens financiers, l'inefficacité du système.

Concernant ce dernier point, il convient de noter qu'il existe très souvent un net déséquilibre entre le développement du système d'enseignement et les besoins de main-d'oeuvre qualifiée à tous les niveaux. La conception pyramidale favorise la fuite en avant plutôt qu'une préparation pour l'entrée sur le marché du travail.

Par ailleurs, la formation est essentiellement orientée vers l'emploi dans le secteur moderne, notamment dans l'administration, alors que c'est pour l'essentiel dans les zones rurales et dans le secteur informel urbain que se trouvent les possibilités d'insertion.

Ce bref exposé qui ne peut prétendre à l'exhaustivité quant aux problèmes soulevés donne un aperçu pour illustrer les conditions dans lesquelles évolue l'enseignement technique et la formation professionnelle en Afrique.

Confronté à de graves difficultés économique et par voie de conséquences à des contraintes budgétaires, les Etats se sont engagés à rectifier les déficiences du système d'éducation et de formation qui entravent son aptitude à réaliser les objectifs qui lui sont assignés et à optimiser les dépenses d'éducation.

Les réformes envisagées çà et là, s'intègrent dans cette démarche.

1.3.2. Les Nouvelles Orientations

La réforme des systèmes d'enseignement et de formation pour les adapter aux réalités socio-économiques a fait l'objet de débats considérables (Colloques et Séminaires nationaux, Conférences des Ministres de l'Education ou de la Jeunesse, Conférences régionales du B.I.T. et du P.N.U.D.).

Parmi les recommandations les plus significatives qui ont sanctionné ces différentes assises on peut relever :

- La nécessité de réformes à moyen terme permettant une meilleure coordination entre les sous-secteurs de l'éducation et de la formation ;
- L'instauration de liens plus étroits avec le marché du travail (développement de programmes ruraux et orientés vers l'agriculture, coordination des programmes de formation aux qualifications rurales et informelles)
- La réorientation de la teneur des programmes vers des qualifications permettant aux jeunes de travailler pour leur propre compte plutôt que comme salariés ;
- Le développement de nouvelles filières de préparation au monde du travail.

Enfin et surtout, élaborer et adopter une stratégie opérationnelle à moyen et long terme (5).

Au plan des actions, plusieurs tentatives sont entreprises pour adapter la Formation Professionnelle aux besoins et améliorer l'efficience et l'efficacité des structures. Les diverses expériences ont généralement porté sur :

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(5) Les débats du Colloque de MONROVIA sur les perspectives du développement de l'Afrique à l'horizon 2000 et le "Plan d'Action de LAGOS pour le développement économique de l'Afrique 1980-2000" donnent à ce sujet les orientations fondamentales dans leurs grandes lignes.

a) L'organisation et la gestion du système

Nous avons déjà mentionné l'évolution qui s'est dessinée au cours des années 70. Celle-ci se caractérise par la recherche d'une administration centralisée de l'Enseignement Technique et de la Formation Professionnelle, avec la mise en place de structures autonomes parfois à caractère industriel et commercial. Certaines de ces institutions ont permis le développement d'un véritable système national de formation professionnelle.

L'instauration de taxes (taxes d'apprentissage, taxes sur la formation) parallèlement aux dotations allouées par l'Etat a généré des ressources suffisantes pour s'attaquer aux multiples problèmes liés à la conception et à la réalisation des infrastructures, à l'équipement des Centres, à l'élaboration des stratégies et méthodes pédagogiques, à la formation et son évaluation.

En outre la participation des entreprises et des travailleurs à la définition des programmes de formation a rendu plus plausible la recherche de la nécessaire liaison formation-emploi dans le cas du secteur moderne.

b) La promotion de la formation au sein des entreprises

Aider les entreprises à prendre en charge une partie de la formation et notamment l'adaptation au poste de travail, a été un des axes d'intervention des organismes chargés de mettre en oeuvre les politiques de formation professionnelle.

Plusieurs démarches complémentaires devaient concourir à instaurer cette pratique :

- incitations financières grâce à des dégrèvements fiscaux,
- mise à disposition de formateurs qualifiés,
- appui à la construction de Centres de formation.

Dans la majorité des cas les entreprises sont des P.M.E./P.M.I. dont les besoins ne peuvent justifier l'implantation d'une unité pédagogique. Ces Centres ont donc été l'apanage des entreprises de moyenne et grande taille.

c) La recherche d'une approche cohérente en vue d'adapter la formation à l'emploi et améliorer l'efficacité du système

Une revue des méthodes de planification permet de constater un cheminement progressif de démarches sectorielles et ponctuelles vers des démarches globales. Les méthodes et les techniques utilisées pour l'estimation des besoins s'inspirent dans une très large mesure de l'approche "main-d'oeuvre". Les limites de cette méthode sont maintenant connues :

- difficulté de fournir des informations sur des professions spécifiques,
- impossibilité d'intégrer les changements technologiques,
- incapacité de déterminer les modes de formation les plus appropriés,
- etc....

Si ces critiques restent valables et sont même renforcées par le contexte de crise de la plupart des économies africaines, il faut cependant noter que la démarche peut donner des résultats probants. Ainsi la planification pour des groupes de qualifications génériques paraît adaptée en matière de formation initiale.

Par ailleurs l'intérêt de l'approche est à souligner pour certaines catégories de main-d'oeuvre (enseignants, personnel médical, personnel de vulgarisation agricole par exemple).

Depuis quelques années on assiste à l'introduction progressive de techniques plus avancées, liant plus directement la formation au marché du travail (Analyse des qualifications, observatoires de la formation, de l'emploi et des métiers, utilisation de divers types d'indicateurs de l'évolution du marché du travail).

d) Prise en compte des besoins des secteurs et publics défavorisés

Le but principal est la recherche de solutions aux principaux problèmes suivants :

- chômage et sous-emploi des jeunes,
- formation et insertion des groupes défavorisés (déscolarisés, femmes, handicapés...),
- formation en direction des secteurs défavorisés (secteur informel urbain, secteur rural).

Les actions entreprises dans ces divers domaines ont bénéficié de financements importants et diversifiés (O.N.G., Aides Bilatérales et Multilatérales) au cours des dernières années. De nombreux projets ont ainsi vu le jour traduisant l'intérêt croissant des Bailleurs de fonds. Ils s'insèrent dans ce qu'il est convenu d'appeler les formations extra-scolaires qui, à l'initiative de l'Etat, de groupements ou de personnes privés, se sont développées dans tous les pays d'Afrique, prenant de multiples formes selon le contexte local, la population visée, les qualifications que l'on voulait promouvoir, les conceptions particulières des promoteurs et leurs possibilités financières.

L'étude sur "la formation des groupes de jeunes défavorisés en Afrique" réalisée par le CIADFOR pour le compte du Bureau International du Travail en 1985 met en évidence l'intérêt qu'il y a à combiner à la fois une planification de ceux-ci en fonction des besoins du développement, et une gestion décentralisée, proche du "terrain", aussi souple que possible. Ceci suppose la délimitation de projets de dimension restreinte, aux objectifs précis, au déroulement soigneusement programmé en fonction des moyens disponibles et s'appuyant, au niveau local, sur des groupes organisés".

e) L'introduction de nouvelles méthodes de formation

Les méthodes et les moyens de transmission du savoir et du savoir-faire pour renforcer les compétences existantes ou générer de nouvelles sont variés.

L'une des caractéristiques des pédagogies mises en oeuvre dans les institutions africaines est la rigidité. Pour aporter des solutions à cette épineuse question plusieurs voies sont explorées :

- Conception de programmes adaptés.

L'étroitesse des marchés nationaux de l'emploi et les nécessités de la flexibilité commandent tout naturellement de mettre en oeuvre une large formation technique et professionnelle de base et des spécialisations à des postes de travail identifiés en fin de cursus pédagogique.

- Ajustement de la formation aux besoins de l'économie par l'introduction des formations modulaires et des formations en alternance et par le développement de l'apprentissage.

Ces orientations se développent très souvent dans un contexte de pénurie de ressources humaines adaptées et de moyens matériels adéquats.

f) La coopération internationale

Etant donné la poussée démographique croissante, la gravité de la situation économique, les déséquilibres croissants du marché du travail et les inefficiences internes dont souffre le système d'éducation et de formation, une harmonisation des politiques de population, des politiques économiques, de formation et d'emploi s'imposent. Il s'agit donc en priorité, de mettre sur pied une véritable politique des Ressources Humaines.

Cela suppose que l'on mobilise des informations, qu' qu'on élabore des outils adaptés pour leur traitement et que des spécialistes soient disponibles pour en assurer l'analyse.

C'est pour approcher ces différentes questions et tenter de les résoudre en commun que des organismes de formation professionnelle de quelques pays africains ont pris l'initiative et appuyer l'idée de la création d'une structure interafricaine de réflexion et de concertation, avec le soutien du Bureau International du Travail.

2. LE CENTRE INTERAFRICAIN POUR LE DEVELOPPEMENT DE LA FORMATION PROFESSIONNELLE (CIADFOR)

Une série de préoccupations communes à savoir mieux connaître les réalisations des pays frères, leurs succès, leurs difficultés, un souci d'échanger des informations et de mettre en commun les expériences sont à la base de la création du Centre Interafricain pour le Développement de la Formation Professionnelle (CIADFOR).

Les premiers jalons en ont été posés en Octobre 1977 par les Dirigeants d'Institutions d'enseignement technique et de formation professionnelle des pays africains.

Avec le concours du Bureau International du Travail, les objectifs et l'orientation du CIADFOR, progressivement affinés et précisés au cours des réunions et séminaires des Etats-membres ont pu être mis en oeuvre. Les statuts ont été adoptés en 1983.

2.1. Champ d'Activité, Objectifs et Fonctions Principales du CIADFOR

Le Centre Interafricain pour le Développement de la Formation Professionnelle, est établi pour promouvoir une coopération permanente et active entre les organismes nationaux responsables de la Formation Professionnelle, de manière à favoriser le développement de la formation professionnelle dans le cadre de la planification économique et éducative des pays d'Afrique.

Les activités du CIADFOR portent sur la formation professionnelle des jeunes et des adultes dans tous les domaines de la vie économique, sociale et culturelle, et à tous les niveaux de qualification professionnelle et de responsabilité. La formation professionnelle recouvre la formation initiale, le perfectionnement et la formation de reconversion, quelle que soit la manière dont ils sont dispensés et quels que soient les niveaux de qualification professionnelle ou de responsabilité.

Le travail du CIADFOR s'étend également aux divers sujets liés aux politiques de formation, ainsi qu'aux normes et procédures concernant l'organisation, l'exécution et l'évaluation des activités de formation professionnelle.

Dans le cadre du champ d'activité définit ci-dessus, les objectifs du CIADFOR peuvent se résumer comme suit :

a) Développer un large courant d'échanges, d'expériences, d'études et d'idées dans le domaine de la formation professionnelle ; promouvoir le développement de systèmes et de programmes efficaces de formation professionnelle au sein des pays africains ; favoriser la promotion et l'application de nouvelles formules de coopération entre pays africains en matière de formation professionnelle dans le contexte du Nouvel Ordre Economique International et plus précisément, de la coopération technique entre pays en développement.

b) Contribuer à identifier, mobiliser, mettre en oeuvre et développer les ressources africaines dans le domaine de la formation professionnelle ; favoriser l'articulation effective entre les politiques de formation professionnelle, les politiques d'éducation et les politiques économiques et sociales, et plus spécifiquement les politiques d'emploi ; promouvoir l'égalité des chances en matière de formation professionnelle pour les femmes, ainsi que pour d'autres groupes ou secteurs rencontrant des difficultés d'accès à la formation professionnelle ;

c) Renforcer la participation des organisations d'employeurs et de travailleurs au développement de la formation professionnelle au niveau national et régional.

Pour atteindre ces objectifs, les fonctions assignées au CIADFOR sont les suivantes :

a) Entreprendre des travaux de recherche et des études relatives aux problèmes du développement des ressources humaines dans les pays d'Afrique, en particulier ceux liés à la planification professionnelle ;

b) Collaborer, à la demande des autorités nationales compétentes, à la préparation et à l'exécution de leurs plans et programmes de formation ;

c) Faciliter les échanges d'idées et d'expériences en organisant des séminaires, des rencontres techniques et des groupes de travail sur des sujets d'intérêt commun aux pays d'Afrique ;

d) Réunir et diffuser en Afrique l'information et la documentation sur la formation professionnelle et aider les institutions nationales à créer et à organiser leurs services d'information et de documentation ;

e) Promouvoir la formation et le perfectionnement du personnel de direction et technique exerçant des responsabilités en matière de formation professionnelle au sein des institutions nationales ou dans les entreprises.

2.2. Programme d'Action du CIADFOR

Les objectifs définis en 1977 comportaient les travaux d'intérêt commun axés sur les thèmes suivants :

- Planification et programmation de la formation professionnelle,
- Définition d'une politique de formation des formateurs,
- Elaboration d'un matériel didactique adapté aux besoins et pouvant être utilisé par un grand nombre d'institutions africaines,
- Collecte et diffusion d'informations et de documentation d'intérêt commun.

2.2.1. Thèmes généraux

Lors de sa première réunion à Dakar en Mai 1979, la Commission Technique du CIADFOR a structuré les préoccupations en dix thèmes généraux, domaines de travail correspondant aux grandes préoccupations des institutions de formation de la région et destinés à constituer le cadre dans lequel s'exercerait l'action du CIADFOR. Ces grands thèmes généraux, dont le choix n'a cessé d'être confirmé au cours des Commissions Techniques qui se sont succédées, se présentent comme suit :

01. Politiques et Programmes,
02. Organisation et Gestion de la Formation Professionnelle,
03. Participation des Organisation d'Employeurs et de Travailleurs à la Formation Professionnelle,
04. Méthodologie et Matériel didactique,
05. Formation et Perfectionnement du Personnel,

06. Développement Rural et Formation Professionnelle,

07. Formation Professionnelle pour la Petite et Moyenne Entreprise,

08. Formation Professionnelle des Catégories et Secteurs défavorisés,

09. Formation Professionnelle Sectorielle,

10. Information et Documentation.

Chacun de ces thèmes généraux est destiné à accueillir un ou plusieurs projets traitant d'aspects ou de questions précises qui s'y rapportent et qui sont l'objet de préoccupations communes aux pays du CIADFOR.

Le CIADFOR utilise, pour conduire ces projets, les moyens d'action suivants :

- Recueil, diffusion d'information et de documentation ;
- Conduite d'études ;
- Organisation d'échanges de personnel, de réunions, de formations ;
- Réalisation de travaux spécifiques.

Parmi les thèmes généraux ci-dessus mentionnés, certains ont particulièrement retenu l'attention au cours des premières années d'existence du Centre. Il s'agit des points suivants :

- Politiques et Programmes,
- Méthodologie et Matériel didactique,
- Information et Documentation.

a) Politiques et Programmes

Ce thème recouvre une série de problèmes qui préoccupent les responsables politiques nationaux, tels que les relations entre les systèmes de formation et les marchés de l'emploi, la coordination en matière de formation, la place et le rôle de la formation dans la politique de développement, l'établissement des priorités respectives à accorder à la formation dans le secteur moderne et le secteur traditionnel, la répartition de l'effort de formation entre formation initiale et formation permanente.

La crise économique a mis en relief l'importance de la formation professionnelle dans l'adaptation de la main-d'oeuvre à l'emploi, dans la promotion d'une industrie compétitive, dans la préparation des jeunes à l'avenir.

Les travaux accomplis sur ce thème visent à fournir aux responsables politiques des informations, de leur proposer des orientations qui leur permettent d'élaborer des politiques de formation véritablement adaptées aux conditions nationales. Ce thème a aussi pour ambition de promouvoir l'idée de formation professionnelle et la mise en place de moyens nécessaires à son développement.

b) Méthodologie et Matériel Didactique

Les activités entreprises sous ce thème comprennent la réalisation par des groupes multinationaux africains, de matériel didactique adapté aux différentes professions identifiées comme prioritaires par les pays-membres. Ce thème induit une réflexion sur la liaison pratique entre le contenu de la formation et l'environnement technologique, la méthodologie de la formation, la formation des formateurs.

Il a permis une intense activité d'échanges entre pays, la satisfaction d'obtenir des productions concrètes, et un appui notalbe des organismes de coopération internationale.

c) L'Information et la Documentation

L'importance de l'information et de la documentation pour l'amélioration qualitative des structures de formation professionnelle a été souligné tout au long des séminaires et conférences du CIADFOR.

La Conférence ministérielle de Décembre 1987 a pris acte des efforts réalisés par le CIADFOR et souligne la nécessité d'étendre les activités dans ce domaine.

La Conférence a en outre invité les pays-membres à participer de façon plus active à la diffusion de l'information par :

- La collecte de l'information au niveau national pour publication et diffusion par le CIADFOR ;
- La diffusion au niveau national de l'information émanant du CIADFOR. En outre, elle invite les pays-membres à aporter une attention particulière à la documentation concernant l'insertion des jeunes, la formation des femmes, les politiques de reconversion et le secteur informel.

En dehors de ces thèmes privilégiés, des travaux ont été entrepris dans tous les domaines d'activité.

De nouveaux axes prioritaires ont aussi été identifiés.

Ainsi, la Conférence ministérielle de Décembre 1987 tout en réitérant la pertienence du programme initial du CIADFOR a décidé pour le biennum 1988-89 qu'un accent particulier soit mis sur la promotion de l'emploi et le développement du secteur rural.

2.2.2. Priorités récentes

a) De la Promotion de l'Emploi

L'aggravation du chômage et les options affirmées par les Etats-membres pour le développement des P.M.E. implique une adaptation des objectifs de la formation technique et professionnelle.

A ce titre, il a été recommandé aux Etats-membres :

- D'incorporer aux programmes de formation professionnelle initiale des matières susceptibles de développer l'esprit d'initiative et le goût du risque chez les futurs diplômés pour faire d'eux des créateurs d'emplois et des entrepreneurs ;

- D'identifier les besoins en formation de responsables des P.M.E. et de concevoir à leur intention des programmes spécifiques de formation ;

- De mettre en place des programmes de formation destinés aux futurs entrepreneurs.

Dans ce cadre et eu égard à sa vocation d'instrument de coopération permanente et active entre les organismes nationaux responsables de la Formation Professionnelle, le CIADFOR devra développer les activités :

- De conseil auprès des gouvernements et des institutions de formation de manière à encourager l'émergence d'une expertise régionale ;
- De formation sous diverses formes à l'intention des responsables des P.M.E. ;
- D'appui aux Etats pour la formation destinée aux jeunes diplômés désireux de créer leurs propres entreprises ;
- De diversification de la coopération avec des organismes d'aide dans un cadre multilatéral ou bilatéral.

S'agissant du secteur informel, l'importance reconnue à ce dernier par les Etats-membres à cause de la grande masse des personnes de diverses catégories d'âge qui y sont occupées justifie le développement d'actions de formation conséquentes.

Il est apparu nécessaire d'adapter les structures de formation professionnelle pour leur permettre de prendre en compte les besoins en formation du secteur informel.

Le CIADFOR devra en conséquence, développer des activités visant à aider les institutions de formation professionnelle à :

- Identifier les besoins et les filières de formation du secteur informel,
- Concevoir et mettre en place des programmes modulaires de formation en faveur de ce secteur.

b) Du Développement du Secteur rural

Le secteur rural constituant une priorité dans les politiques de développement des Etats-membres à cause de l'importance des populations qui y sont occupées et des objectifs d'autosuffisance alimentaire, de lutte contre le chômage et l'exode rural, nécessite l'intensification des actions de formation professionnelle polyvantes. A cet effet pour une meilleure promotion de la formation professionnelle en milieu rural, le CIADFOR s'est vu confié pour mandat :

- D'intensifier ses actions de recherche de coordination de la formation, d'échanges d'expériences et de vulgarisation par :
  - des séminaires-ateliers,
  - des études de cas,
  - des voyages d'études,
  - la production de matériels et documents didactiques appropriés,
  - l'élargissement de l'expertise à l'ensemble des pays-membres en constituant des fichiers de consultants et d'experts originaires des pays-membres.

- D'apporter son appui aux institutions de formation professionnelle des pays-membres par :
  - une assistance technique et pédagogique,
  - la recherche d'organismes ou institutions spécialisées susceptibles de contribuer à la réalisation de projets spécifiques.

c) Autres Aspects prioritaires.

Au niveau des dix grands thèmes qui constituent le programme de travail du CIADFOR, certains nécessitent des aménagements pour tenir compte des problèmes actuels de l'emploi et de la formation professionnelle en Afrique. Quatre thèmes sont touchés par cette démarche et les sujets de préoccupations sont les suivants :

- Politiques et programmes
  - des réflexions sur les conséquences des programmes d'Ajustements structurels sur la formation professionnelle et la structure de l'emploi en Afrique,
  - un bilan des réformes de l'Education dans les pays-membres (options et difficultés, phénomènes récents, résultats, nouvelles orientations).
- Organisation et Gestion de la Formation Professionnelle
  - des cours ou séminaires sur le Management de l'Education, l'Administration scolaire, l'Audit interne, l'Ingénierie de la formation.
- Méthodologie et Matériel didactique
  - la mise à jour des fiches relatives aux maquettes réalisées dans les pays-membres dans le cadre de la production du matériel didactique.
- Formation Professionnelle des Catégories et Secteurs défavorisés
  - l'étude des politiques de reinsertion des jeunes dans le monde rural.

2.3. Le CIADFOR et la Coopération Technique

Par nature, le CIADFOR est une structure ouverte à toutes les formes de coopération. Il bénéficie en cela, grâce à l'originalité de sa démarche de l'appui du Bureau International du Travail.

Il faut en outre, souligner que l'importance et la diversité des actions entreprises, conduit dans le cadre de la recherche de l'efficacité à développer des liens d'échanges dans des domaines variés avec des institutions bénéficiant d'une plus longue expérience.

C'est en particulier grâce à l'appui de ceux-ci que le CIADFOR a développé ses actions dans les domaines :

- De la maîtrise des méthodes et outils d'analyse,
- De la formation de l'expertise africaine,
- De l'élaboration du matériel didactique,
- De la documentation et de l'information.

Dans le cadre de la mise au point de documents méthodologiques sur l'analyse de la relation formation-emploi, l'étude des coûts et rendements de la formation, l'analyse des qualifications le CIADFOR a bénéficié du concours du Centre d'Etudes et de Recherches sur les Qualifications (CEREQ - France) et de la Délégation à la Formation Professionnelle (France).

Diverses actions de formation ont été réalisées en commun par le CIADFOR et le Centre International de Perfectionnement Professionnel et Technique (C.I.P.P.T.) de Turin. Parmi celles-ci, on peut noter le projet de formation en analyse et classification des emplois, le projet de formation en conception et réalisation des programmes opérationnels de formation professionnelle et technique.

Le Centre de Documentation du CIADFOR participe depuis 1982, avec le B.I.T., le Centre de Turin, le CINTERFOR (6) et l'APSDEP, à la mise en place du Réseau Inter-Régional d'Information sur la Formation (I.R.T.I.S.).

Un important appui du Centre de Recherches pour le Développement International (C.R.D.I.) va permettre le développement d'unités nationales d'information et de documentation sur la formation professionnelle.

Pour la reproduction et la diffusion d'un certain nombre de matériels didactiques dénommés Collections de Base CIADFOR (C.B.C.), le Centre a signé une convention de coopération avec l'Association des Collèges Communautaires du Canada (A.C.C.C.).

Ce même projet a bénéficié du financement du Fonds Européen de Développement et le soutien de l'A.C.C.T. demeure acquis pour la reproduction des Collections de Base du CIADFOR, l'initiation à leur utilisation et le suivi des sessions de formation.

Au niveau africain, on doit noter le déclenchement du processus de collaboration entre le CIADFOR et le CAPA (Commonwealth Association of Polytechnic in Africa). Ainsi, des séminaires relatifs à la gestion du personnel des systèmes et institutions de formation professionnelle, ont été réalisés aussi bien pour les pays anglophones que les pays francophones.

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(6) CINTERFOR : Centre Interamericano de Investigation y Documentación Sobre Formación Professional.

APSDEP : Asian and Pacific Skill Development Programme

Dans le cadre de ce bref exposé, il n'était naturellement pas possible, ni peut-être souhaitable de rentrer dans le détail des travaux réalisés.

Les exemples pris dans le domaine de la coopération, ne prétendent pas à l'exhaustivité, mais à illustrer la volonté d'ouverture du CIADFOR.

Cet aperçu sur les actions entreprises par le Centre en matière d'études, de formation et d'utilisation des Ressources Humaines avait pour objectif essentiel de mettre en relief les orientations qu'il s'est fixé et d'aborder, à l'occasion de ce séminaire, les directions de recherches dans lesquelles le CIADFOR s'est engagé et de soulever un certain nombre de problèmes qui semblent pertinents et qui, de ce fait, appellent d'urgence des ébauches de solutions.

UNIVERSIDAD CENTRAL DE VENEZUELA
CENTRO DE ESTUDIOS DEL DESARROLLO (CENDES)

EDUCACION, EMPLEO Y FORMACION PROFESIONAL EN VENEZUELA(*)

Rita Pucci de Liprandi
Caracas, Junio 1991

(*) Informe preparado para la "International Roundtable on Vocational Training and Employment" ILO-OIT, Turín, Italia 17 - 20 de Junio de 1991.

LA EXPANSION EDUCATIVA. PROBLEMAS NO RESUELTOS.

Venezuela tiene una población cercana a los veinte millones de habitantes que se caracteriza por ser muy joven (cerca del 60% son menores de 24 años y el 45% está en edad escolar), predominantemente urbana (más del 80% viven en centros urbanos) y muy polarizada en términos de ingresos y calidad de vida en general (el 20% más rico concentra el 43% del ingreso, mientras que el 40% más pobre tiene el 19% del ingreso) (ver Cuadro No. 1).

Durante los últimos treinta años el país ha experimentado un desarrollo educativo intenso y sostenido que lo ha llevado a alcanzar tasas de escolarización bastante altas en educación primaria (cerca del 90%) y parecidas a las de algunos países desarrollados en el caso del nivel superior (más del 20%).

Este fenómeno, si bien fué favorecido por las amplias disponibilidades financieras provenientes de la renta petrolera, que permitieron al Estado venezolano abarcar casi en su totalidad los costos de los servicios educativos hasta hace pocos años, ha sido explicado principalmente por la importancia estratégica que revistió la educación para la legitimación y consolidación del sistema político democrático y, más específicamente, por el papel primordial que se le atribuyó a ésta dentro del proyecto desarrollista de modernización social y económica del país.

A pesar del carácter predominantemente "público" de la educación venezolana, el crecimiento diferencial de los niveles medio y superior, los bajos niveles de prosecución y permanencia logrados por los grupos de bajos recursos en la escolaridad primaria y el bajo interes por aumentar la cobertura efectiva de los sectores rurales y marginales urbanos, permiten afirmar que el desarrollo educativo benefició principalmente a los estratos medios y altos de la población.

En consecuencia, si bien la atención preferencial concedida a la educación dentro de la política social de los gobiernos democráticos se tradujo en una efectiva ampliación de las oportunidades educativas de todos los sectores sociales y a la incorporación de grupos anteriormente excluídos, los objetivos de democratización no han llegado a ser cumplidos en su totalidad hasta el presente y las siempre crecientes aspiraciones de la población por alcanzar los niveles educativos más altos empiezan a verse frustradas por la realidad actual.[1]

De manera que a pesar de los avances cuantitativos del sistema escolar venezolano, dentro de los cuales la democratización del acceso es sin duda el logro más importante, algunos indicadores demuestran la persistencia de serios problemas en algunos niveles y sectores del sistema.

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[1] Ver R. Liprandi "Expansión y Diversificación de los Sistemas Educativos. El caso de Venezuela". CENDES, Caracas, 1989.

El analfabetismo: a pesar de los avances en la reducción del analfabetismo absoluto, todavía persisten tasas de más del 10% que se agravan en la población mayor de 40 años y en las áreas rurales.[2]

La baja eficiencia interna: han habido reducciones en la deserción y mayor permanencia de los alumnos pero el ingreso tardío y el prematuro abandono de la escuela son claras expresiones del bajo nivel de eficiencia y de las precarias condiciones de calidad y relevancia bajo las cuales ha venido operando el crecimiento acelerado.

Estos factores, unidos al fenómeno de la repeticion, que parece estar en aumento, son considerados como los mayores obstáculos a la universalización de la educación básica tan largamente perseguida (Ver Cuadro No. 2).

El deterioro de la calidad: la baja calidad de los aprendizajes, el empobrecimiento de la jornada escolar y del curriculum han repercutido notablemente en los resultados educativos. Este proceso se ha venido extendiendo a la mayoría de los circuítos escolares tanto públicos como privados, pero afecta en forma muy desigual a los establecimientos masificados del Estado que atienden a los niños y jóvenes de menores recursos.

El acceso a las universidades y demás instituciones de educación superior se está haciendo cada vez más restrictivo, mediante múltiples mecanismos de selección centralizada, lo cual ha originado una creciente tendencia hacia la privatización de este nivel y también una clara diversificación institucional y social, que está asociada al valor académico y prestigio social que brindan las diferentes instituciones. Esto se une al hecho que los títulos otorgados en educación secundaria y universitaria ya no significan, como en el pasado, una garantía de movilidad social, debido a los problemas existentes en el mercado de trabajo con lo cual se debilitan las aspiraciones depositadas en la educación por los sectores medios y las clases trabajadoras.

PROBLEMAS DEL EMPLEO Y DESEMPLEO JUVENIL.

Los desajustes económicos y financieros derivados de la crisis que aqueja a Venezuela a partir de 1983 agudizaron los desequilibrios estructurales ya existentes y las desigualdades en la distribución del ingreso. Los programas de ajuste que se aplicaron en respuesta a esos problemas, a su vez, han tenido un costo social muy elevado, afectando la calidad de vida de un gran sector de la población especialmente de los sectores más vulnerables (pobres, mujeres, jóvenes).

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[2] Para 1985 habría un millón y medio de analfabetos adultos y ochocientos mil niños que no asistían a la escuela, según datos del PNUD. "Informe de Desarrollo Humano 1990".

El sector productivo no logró generar las oportunidades de empleo requeridas por el crecimiento de la fuerza de trabajo y el debilitamiento del mercado laboral condujo a una proliferación de las actividades del sector informal, de modo que el problema de la pobreza, del desempleo y del subempleo constituyen los principales desafíos de esta década.[3]

A pesar de que a partir de 1985 hubo un descenso del desempleo del (14% al 8.7%) por la reactivación de sectores como la construcción y la industria manufacturera, para 1989 todavía permanecían más de medio millón de desocupados y esas ramas de actividad son las que todavía muestran los mayores índices de desempleo (Construcción: 19.5; Industria manufacturera 9.2).[4]

Los grupos de ocupación que registraron los más bajos niveles de desempleo, para ese mismo año, fueron los sectores gerenciales, profesionales y administradores (3.4%) mientras que los mayores índices se registraron para los artesanos y operarios de fábrica (13%) y para las actividades informales (46.5%).

Los jóvenes son los más afectados por el desempleo y el empleo precario (ver Cuadro No. 5). Las tasas de desempleo juvenil duplican a las globales y el número de jóvenes desempleados ha crecido, alcanzando 336.667 en 1990.[5]. También dentro de ese grupo de población, la caída del empleo formal y especialmente del sector moderno de la producción, afecta en forma particularmente grave a los jóvenes menos calificados y de menores recursos, aumentando su presencia en el sector informal especialmente a nivel urbano.

Estas presiones, combinadas con las expectativas generadas por el período anterior de desarrollo educativo y patrones de consumo fácil ha impulsado a muchos de ellos hacia la delincuencia, abuso de drogas y violencia social. Para los estratos altos, que poseen las mayores calificaciones educativas, la incertidumbre ante su futuro ocupacional y el deterioro general de las condiciones económicas y políticas del país, también generan tensiones y frustraciones, empezándose a sentir el fenómeno de la fuga de talentos en áreas del conocimiento que a pesar de ser estratégicas no han sido impulsadas adecuadamente en el país.

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[3] Para 1985 el sector Informal abarca el 26% de la ocupación no agrícola.

[4] En 1989 la fuerza de trabajo total del país esa de 6.699.683 personas, de las cuales el 91% se encontraban ocupadas y el restante 9% estaba desocupada (584.257 personas). OCEI "Indicadores de la Fuerza de Trabajo". Caracas, 1989.

[5] Según datos de la encuesta de hogares para 1990 el desempleo juvenil fue de 20.4% frente al global de 10.9%.

LA FORMACION PROFESIONAL Y EDUCACION VOCACIONAL EN VENEZUELA: EL INCE

En Venezuela no existe un sistema integrado de formación profesional externo al sistema de educación formal, sino un conjunto de programas y acciones que se desarrollan de manera paralela y sin articulación horizontal (dentro del mismo nivel de formación) ni vertical (entre distintos niveles de formación).

Por una parte está el INCE, que es un centro nacional de capacitación educativa que lleva a cabo la política de formación de recursos humanos del Estado; por otra parte, dentro del propio sistema educativo, se imparte educación media técnica y la formación profesional de tercer nivel que es la que proveen las Universidades e Institutos Universitarios de Tecnología. Finalmente hay esfuerzos en materia de capacitación para el empleo que provienen de las mismas empresas y otros organismos públicos como el Ministerio de la Familia y el Ministerio del Trabajo.

El Instituto Nacional de Cooperación Educativa (INCE), creado por ley en 1959, bajo el auspicio de la OIT, surge inicialmente bajo la idea de "una educación popular" con un doble programa de entrenamiento en la empresa y aprendizaje para jóvenes desocupados. Actualmente es un Instituto autónomo, adscrito al Ministerio de Educación, con presupuesto propio, financiado por un sistema mixto de cooperación entre el Estado, los empresarios, obreros y donaciones privadas.

El INCE funciona en colaboración con los establecimientos industriales, comerciales y agrícolas, con las federaciones sindicales y organismos gremiales con el propósito de establecer un sistema nacional de entrenamiento en servicio de los trabajadores de todas las categorías y el aprendizaje de los menores de dieciocho años.

Con su crecimiento y diversificación, a lo largo de más de tres décadas, sus objetivos se han ampliado hacia una concepción más integral de la formación profesional en distintos niveles:
- Promover la Formación Profesional de los trabajadores, contribuir a la formación de personal especializado y llevar a cabo programas de adiestramiento dedicados a la juventud desocupada.
- Contribuir a la capacitación agrícola de los egresados de escuelas rurales.

- Fomentar y desarrollar el aprendizaje de los jóvenes trabajadores, creando escuelas especiales, organizando el aprendizaje dentro de las fábrica y talleres.
- Colaborar en la lucha contra el analfabetismo.
- Preparar y elaborar el material requerido para la mejor formación profesional de los trabajadores. [6]

Para cumplir con los programas de aprendizaje y capacitación para la vida profesional, el Instituto imparte una gran variedad de cursos que van desde cursos cortos de formación acelerada hasta cursos de larga duración que otorgan títulos equivalentes a la educación secundaria. Pueden clasificarse de manera general en tres tipos:

a) los de formación y aprendizaje, están dirigidos a jóvenes entre 16 y 26 años de edad, con instrucción primaria y sin empleo, con el fin de calificarlos para una ocupación.

b) los de adiestramiento básico en un oficio, para jóvenes aprendices menores de 18 años que hayan culminado los 9 grados de educación básica, para mejorar su ubicación en el mercado de trabajo.

c) los de actualización, reciclaje y perfeccionamiento, para trabajadores de distintas categorías, están orientados a mejorar su eficiencia y nivel de calificación en la ocupación en que se están desempeñando o para reinsertarse en el mercado laboral.

Estos cursos se imparten a nivel central y estadal y comprenden tanto programas de capacitación y desarrollo del personal docente y administrativo como programas en el área industrial, artesanal, comercial y de servicios, agrícola, turismo, construcción, etc.

Para el año 1989 las cifras globales en materia de capacitación alcanzaron las siguientes magnitudes: 30.417 cursos dictados para un total de 380.109 participantes.[7] Esta gestión se cumplió a través de dos tipos de acción:

- acción directa, se refiere a las actividades de capacitación impartidas y supervisadas por el personal del instituto en sus propios centros y unidades operativas, a nivel central y estadal (16.302 cursos para 226.696 participantes) (Ver Cuadro).
- acción indirecta, se refiere a la formación profesional impartida en Institutos Sectoriales, convenios docentes y por las propias empresas bajo la supervisión y financiamiento parcial del instituto. (14.115 cursos ejecutados para 153.413 participantes) (Ver Cuadro).

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[6] Esta información y las que siguen han sido extraídas de materiales del INCE: "Memoria 1989"; "Ley y Reglamento del INCE"; "Calendario de Cursos 1991".

[7] Para esa gestión el presupuesto ejecutado superó a los 2.125 millones de bolivares.

A partir de 1990 el INCE está siendo sometido a un proceso de reestructuración dirigida a modernizar su administración, descentralizar su gestión y a adecuar su producción a las demandas de las empresas y a los nuevos requerimientos planteados por el proceso de reconversión industrial que se está iniciando en el país. Para ello se realizó un estudio nacional con una muestra de más de siete mil empresas, para diagnósticar las necesidades de adiestramiento que debe satisfacer el instituto a corto, mediano y largo plazo.

Como resultado "se detectó que el 71.5% de las empresas no tienen planes de adiestramiento para su personal y tampoco lo reciben del INCE; el 8,06 por ciento tampoco tiene planes de adiestramiento, pero sí lo recibe del INCE; el 12,93 por ciento tiene planes de adiestramiento y lo recibe del INCE; mientras que el 7,42 por ciento sí posee planes para su personal, pero no recibe el servicio por parte del INCE".[8]

Es de notar que la gran mayoría de las empresas encuestadas son pequeñas (3.905) y medianas (2.523) que son las que tienen mayor déficit en los programas de entrenamiento. El INCE atiende sólo al 9% de las empresas pequeñas, el 24% de las medianas y su atención se concentra en la gran empresa que es del 58%.

En cuanto a las prioridades del mercado, la investigación de "Ventana al Cliente" permitió detectar los oficios que tienen mayor demanda y debe atender el INCE, como son las áreas de metalurgia, electrónica, motores diesel, construcción civil e informática.

El estudio también determinó fallas en los contenidos programáticos y en la dotación de recursos didácticos, la necesidad de programas de evaluación y seguimiento así como la inexistencia de una acción de asesoría permanente a la pequeña y mediana empresa.

Una última crítica que se le hace a la acción del INCE es que sus programas no tienen efecto significativo sobre la creación de trabajo estable y por lo tanto sobre el desempleo.
Al respecto cabría señalar otras iniciativas relacionadas con la capacitación, apoyo y generación de empleos que han sido desarrolladas o están siendo ejecutadas por otras instituciones del Estado. Por ejemplo los programas especiales de Empleo Temporal del Ministerio del Trabajo; el Programa de Apoyo y Fomento de la Economía Popular (microempresas) del Ministerio de la Familia, el programa de Promoción al Investigador Jóven del CONICIT, para egresados de la educación superior.

Sin embargo en opinión de los expertos en política social estas medidas son insuficientes en cuanto no tienen un alto impacto en términos de cobertura y resultados, no representan respuestas específicas frente a problemáticas como el desempleo juvenil, los grupos marginales etc y en especial por el alto grado de centralización en su gestión y por la ausencia de coordinación entre dichas iniciativas.[8]

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[8] INCE Noticias, Año 7 No. 51. Caracas, 1991.

DESAJUSTE ENTRE LAS CALIFICACIONES Y LAS EXIGENCIAS DE LOS CARGOS

A las fallas detectadas por el estudio mencionado del INCE en cuanto a la carencia de la mayoría de las empresas en materia de adiestramiento del personal, quisiéramos añadir algunos resultados derivados de un estudio de casos en el sector industrial y que apuntan a problemas similares en cuanto al desajuste entre el sistema educativo y el mercado de trabajo.[10]

Al respecto en la investigación no se detectaron déficits de recursos humanos calificados en términos cuantitativos sino de calidad y contenidos de la calificaciones. Las mayores carencias se dan en algunas ocupaciones estratégicas de tipo técnico-gerencial, vinculadas al control de los procesos operativos, control de calidad de los productos, investigación y desarrollo. (Es de notar que la mayoría de las empresas encuestadas no poseen unidades de I. y D.). A nivel artesanal, las deficiencias son de obreros con niveles más altos de calificación, como operarios de equipos complejos o cargos que requieren mayor precisión y experticia artesanal.

Con respecto a las preferencias de los empleadores, las empresas recurren al INCE para los obreros de menor calificación, pero señalan la falta de una buena educación técnica de nivel medio.

En el pasado este nivel era brindado por las Escuelas Técnicas Industriales, pero éstas fueron eliminadas y el Ciclo de Educación Media Diversificada y Profesional que debía sustituir ese tipo de formación no ha resultado efectivo en la práctica.

En cuanto a las carreras técnicas cortas de nivel superior que se imparten en los Institutos Tecnológicos, Politécnicos y Colegios Universitarios, éstas presentan el problema para los empleadores de que sus egresados tienen mayores aspiraciones de remuneración y estatus ocupacional y su perfil ocupacional no siempre corresponde al requerido por las industrias.

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[9] Ver Ernesto Rodriguez. "Bases para la Formulación de un Programa Integral de Capacitación y Empleo de Jóvenes en Venezuela". Ministerio de la Familia. Caracas, 1991.

[10] Ver Lilian Hung y Esther Gamus "Educación Superior y Mercado de Trabajo en el Sector Industrial Venezolano" Temas para la Discusión No. 16 CENDES, Caracas, 1986.

De modo que los empresarios prefieren reclutar para sus cuadros intermedios (auxiliares a los ingenieros, técnicos y obreros altamente calificados) a los egresados de educación media con una preparación general y darle un entrenamiento en la misma industria en colaboración con el INCE. Para los niveles técnicos superiores y cargos administrativos y supervisorios de alto nivel, se prefieren los egresados de las universidades. Para los cuadros gerenciales no hay unidades de adiestramiento interno y se recurre a instituciones privadas (IESA), formación de postgrado en el exterior u organizaciones transnacionales. Algunas industrias contratan programas de adiestramiento vinculados a paquetes tecnológicos importados (con instructores que vienen del exterior).

Uno de los problemas que se presentan es que, debido a la restricción de los mercados laborales, la oferta educativa excede las demandas ocupacionales, lo que ha llevado a una devaluación de los títulos universitarios y a que se hayan elevado los requisitos educativos y se desarrollan mecanismos más rigurosos de selección; incluso para el nivel de ocupaciones manuales y obreros se exige la educación básica completa (9 grados) o el título de bachiller (educación media).

Sin embargo el nivel educativo opera principalmente como mecanismo de filtro para el ingreso al mercado de trabajo, puesto que no hay relación estrecha entre la calificación recibida en el proceso educativo y las tareas y funciones exigidas en el desempeño de los cargos en la práctica.

Este hecho, además de reflejar un uso inadecuado de los recursos calificados, produce malestar en los profesionales empleados y aumenta las expectativas educacionales para poder competir por los mejores empleos. También indica que es más importante el nivel educativo y la formación general, que permiten adaptarse a distintos cargos, que los contenidos y la especialidad que pueden ser adquiridos por el entrenamiento o con la experiencia en la misma carrera de trabajo.

A MODO DE CONCLUSION: Algunos problemas para el ajuste entre los programas de formación y las exigencias de calificación del mercado de trabajo.

Al pensar en una política integral de formación de recursos humanos habría que tener en cuenta una cantidad de elementos problemáticos que se oponen a la planificación racional de estos procesos. Aunque nos hemos referido a estos aspectos en las anteriores secciones nos parece conveniente volverlos a citar aqui.

Nos referimos en primer lugar a la gran heterogeneidad de los mercados de trabajo, inclusive el formal, que en nuestros países es más marcado.

En segundo lugar, al aparente agotamiento de la capacidad del sistema productivo y especialmente de los mercados de punta, para generar empleo y absorber la fuerza de trabajo.

En tercer lugar, a la existencia de una abultada economía informal que engloba una gran variedad de actividades de subsistencia, autoempleo y en general empleos precarios e inestables.

En cuarto lugar, a las preferencias de los empleadores en sus mecanismos de reclutamiento, adiestramiento y promoción del personal, que están relacionados con los problemas reales de ajuste entre las calificaciones formales recibidas por la educación y las calificaciones técnicas en los cargos.

Por último habría que destacar la falta de información, en cuanto no existen previsiones globales de mano de obra y las empresas, aún cuando conocen sus necesidades inmediatas de personal no tienen planes de entrenamiento a más largo plazo.

En particular nos parece muy importante volver a señalar que tanto la educación formal como los programas de formación ocupacional sólo pueden brindar una capacitación general de base, ya que los aspectos de formación específicos tiende necesariamente a asumirlos la propia empresa a través del entrenamiento y el propio desempeño del cargo.

Todo ello nos lleva a pensar en la dificultad de establecer una política uniforme de formación y más bien en la conveniencia de políticas diferenciadas y selectivas tendientes a proporcionar respuestas específicas a distintos problemas y sectores pero dentro del marco de una mejor cooperación interinstitucional y coordinación de esfuerzos intersectoriales.

En nuestra opinión el problema fundamental no reside en la cantidad de recursos invertidos, aunque indudablemente estos son insuficientes y necesitarían ser incrementados, sino en la efectividad de las acciones implementadas que depende de la organicidad y articulación de los esfuerzos efectuados separadamente por las distintas instancias gubernamentales y privadas.

CUADRO No. 1

POBLACION TOTAL POR AREA Y GRUPOS DE EDAD VENEZUELA AÑO 1989

(Cifras Absolutas y Relativas)

TOTAL	**19.134.525**	**100%**
Urbana	15.884.988	83%
Rural	3.249.537	17%
GRUPOS DE EDAD		
0 - 4	2.701.007	14.1%
5 - 14	4.683.217	24.5%
15 - 24	3.789.431	19.8%
25 - 44	5.137.651	26.9%
45 - 64	2.134.521	11.1%
65 y más	688.698	3.6%

FUENTE: Oficina Central de Estadística e Informatica -OCEI. Caracas, Venezuela, 1989.

CUADRO No.2
MATRICULA DESERCION REPITENCIA Y PROSECUCION EN EDUCACION BASICA POR GRADOS DE ESTUDIOS
VENEZUELA 1988-89

GRADOS DE ESTUDIOS	MATRICULA	%	DESERCION	%	REPITENCIA	%	PROSECUCION	%
TOTAL	3.777.575	100	315.476	8	419.735	11	3.042.364	81
1º	638.337	100	35.988	6	108.646	17	493.703	77
2º	556.062	100	17.379	3	65.792	12	472.891	85
3º	522.123	100	21.041	4	53.861	10	447.221	86
4º	471.092	100	26.143	6	43.222	9	401.727	85
5º	417.992	100	29.294	7	28.391	7	359.677	86
6º	361.504	100	25.530	7	9.643	3	326.331	90
7º	376.733	100	92.351	24	61.999	17	222.383	59
8º	236.035	100	33.416	14	26.692	11	175.927	75
9º	197.697	100	33.704	17	21.489	11	142.504	72

FUENTE: Ministerio de Educación. Memoria y Cuenta 1990. Cuadro III.15.3 Pág. 665
Caracas, Venezuela

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CUADRO No. 3

MATRICULA ESCOLAR POR NIVELES EDUCATIVOS EN VENEZUELA. AÑO ESCOLAR 1989 - 1990

(Cifras absolutas y relativas)

NIVEL EDUCATIVO	MATRICULA	%
Total	5.251.697	100,
Preescolar	570.615	10.9
Basica (1o. a 9o.)	3.871.040	73.7
Media Diversificada y Profesional	279.742	5.3
Educación Superior	530.300	10.1
Universidades	391.745	7.5
Otros Institutos	138.555	2.6

FUENTE: Ministerio de Educación. Memoria 1990. Caracas, Venezuela

CUADRO No. 4
MATRICULA DE EDUCACION SUPERIOR POR TIPO DE INSTITUCION VENEZUELA
AÑO ESCOLAR 1989-90

TIPO DE INSTITUCIONES	1989 - 1990
MATRICULA TOTAL	**530.300**
UNIVERSIDADES	**391.745**
Nacionales	332.091
Privadas	59.654
INSTITUTOS UNIVERSITARIOS PEDAGOGICOS	**1.630**
Nacionales	1.630
INSTITUTOS UNIVERSITARIOS POLITECNICOS	**9.466**
Nacionales	9.466
INSTITUTOS UNIVERSITARIOS DE TECNOLOGIA	**98.353**
Nacionales	33.737
Privados	64.616
COLEGIOS UNIVERSITARIOS	**27.279**
Nacionales	11.344
Privados	15.935
INSTITUTOS UNIVERSITARIOS MILITARES	**1.827**

FUENTE: Ministerio de Educación. Memoria y Cuenta 1990 pág. No. 705. (Cuadros V.1 - V.2).

CUADRO No. 5

PERFIL DEL DESEMPLEO EN VENEZUELA 1980-85

	1980	1984	1985
TASA DE DESEMPLEO URBANO	6,6	14,3	14,3
PARTICIPACION (%)			
SEXO:			
Hombres	78,8	75,4	75,6
Mujeres	21,2	26,6	24,4
EDAD:			
15 - 24	58,8	44,9	45,1
25 - 44	33,4	45,0	45,1
45 - 64	7,1	9,1	8,8
65 Y MAS	0,7	1,1	1,0
EDUCACION			
Analfabetos	5,3	4,8	5,0
Primaria	50,3	48,1	44,7
Secundaria	32,2	34,7	38,3
Media	6,3	4,5	3,6
Universitaria	5,1	6,6	7,3
No Declarado	0,1	0,2	0,1

NOTA: PREALC. A base de Encuesta de Hogares por Muestreo. "Ajuste y Deuda Social. Un Enfoque Estructural". OIT, 1987. Cuadro 3 y 5. págs. 5 y 8.

CUADRO No. 6
TASA DE DESOCUPACION POR GRUPOS DE EDADES Y SEXO
(cifras porcentuales)

	1s.1.987	2s.1.987	1s.1.988	2s.1.988	1s.1.989	2s.1.989
TOTAL	9,8	8,5	7,7	6,9	8,7	9,6
Hembras	7,5	6,8	6,4	5,7	7,5	7,8
Varones	2,9	2,6	2,5	2,2	3,0	3,3
15-24	19,0	16,1	15,4	13,4	16,9	18,6
Hembras	15,2	13,9	13,5	12,6	16,4	16,3
Varones	20,3	16,9	16,0	13,7	17,0	19,4
25-44	7,7	6,7	6,0	5,4	6,9	7,6
Hembras	6,0	5,5	5,1	4,4	5,9	6,3
Varones	8,5	7,4	6,5	5,9	7,5	8,2
45-64	4,8	4,2	3,5	3,6	4,3	5,0
Hembras	1,5	1,2	1,2	0,9	1,1	2,2
Varones	5,6	4,9	4,0	4,2	5,1	5,8
65 y más	3,0	2,8	2,4	2,2	2,8	2,9
Hembras	0,9	0,2	0,6	0,0	0,0	0,0
Varones	3,3	3,1	2,5	2,4	3,2	3,4

Fuente: OCEI. Indicadores de la Fuerza de Trabajo.

Al observar el mercado de trabajo desde los grupos etarios se verifica una vez más la alta sensibilidad de la ocupación juvenil a las situaciones de crisis en la demanda de fuerza de trabajo. Mientras la tasa de desocupación total aumentó en .9 puntos porcentuales, la tasa de desocupación específica del grupo etario 15-24 años aumentó casi el doble entre el primer y segundo semestre de 1989.

CUADRO No. 7

ACCION DIRECTA: 16.302 cursos para 226.699 participantes.

PROGRAMAS DE:	CURSOS	PARTICIPANTES
CAPACITACION PARA EL PERSONAL DOCENTE.	330	3.242
DESARROLLO DEL PERSONAL ADMINISTRATIVO Y OBRERO.	421	1.827

PROGRAMAS DE:	CURSOS	PARTICIPANTES
FORMACION INDUSTRIAL Y ARTESANAL	2.219	27.584
FORMACION COMERCIAL Y SERVICIOS	2.087	39.225
FORMACION EN EMPRESAS	9.439	103.191
FORMACION EN EL AREA BANCARIA	355	6.457
FORMACION EN EL AREA DE SEGUROS	77	1.356
HABILITACION OCUPACIONAL	1.096	16.244
INSTRUCCION A DISTANCIA	-o-	22.945

CUADRO No. 8

ACCION INDIRECTA: Se imparte formación profesional en institutos sectoriales, convenios docentes y por las propias empresas, bajo la supervisión y financiamiento parcial del instituto.

A este tipo de acción correspondió para el año 1989, el dictado de 14.115 cursos para la capacitación de 153.413 participantes.

INSTITUTO DE:	CURSOS	PARTICIPANTES
CAPACITACION AGRICOLA (INCE-AGRARIO)	4.066	63.977
FORMACION PROFESIONAL PARA LOS TRABAJADORES DE LA CONSTRUCCION.(INCE-CONS)	688	9.880
CAPACITACION TEXTIL (INCE-TEXTIL)	830	9.682
CAPACITACION TURISTICA (INCE-TURISMO)	651	9.014
CONVENIO INCE-IGLESIA	1.278	25.839

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VOCATIONAL EDUCATION AND TRAINING IN VENEZUELA

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This report is the resumed version of a study on " Education, Employment and Vocational Training in Venezuela " .

This study points out that the characteristics of Venezuelan society, like its very young population concentrated in urban areas, with high educational expectations and very marked social and economic inequalities, pose a great challenge to the policies of employment and vocational training.

The deterioration of the productive capacity of the national economy and weakening of work markets are results of the economic recession of the last years.

The adjustment measures implemented by the government in response to the economic crisis had a heavy social cost, increasing unemployment, underemployment and informal activities, affecting particularly the more vulnerable groups as the young people.

In Venezuela there is not an integrated system of vocational education external to the formal educational system. Instead the country has developed programs and actions which work separately. The institution responsible of the public policy of human resources development is the INCE, which is a national center for vocational training at first level. On the other hand, within the educational system , technical education is offered at secondary level, while universities and technology institutes provide professional education at high level. Finally other initiatives in job training come from industry and public institutions like the Ministry of Work.

The National Institute for Educational Cooperation

The "Instituto Nacional de Cooperacion Educativa " (INCE), was created in 1959 under the auspice of the OIT, with the initial idea of a " popular education" and with a dual program which included training in the work place and vocational education for the unemployed young. Today INCE is an autonomous Institute, attached to the Ministry of Education, with its own budget, financed through a system of mixed cooperation between the State, employers, workers and private donations.

As a consequence of its growth and diversification, the objectives of the Institute have widened toward a more integrated conception of professional capacitation, which include:

-To promote the capacitation of specialized resources

-To develop training programs for unemployed youngsters

-To contribute to the training in agriculture

-To improve the learning process of young workers in special schools or within the factory and workshops

-To help to reduce illiteracy

The Institute offers a great variety of courses, of short and long duration, which can be classified into three groups:

a) vocational training, directed to people between 16 and 26 years of age, who have completed elementary education, to improve their job opportunities

b) training on the job, in specific skills, for apprentices under 18 years of age, with 9 grades of education, to improve their work situation

c) actualization, recycling, etc directed to workers of different levels, intended to improve their efficiency or to facilitate their reintegration to the work market.

By 1989 a total of 30417 courses were offered to 380109 participants in different fields as industry, agriculture, commerce, tourism, building, handicraft, etc., through two modalities:

- direct action , referred to the training activities performed and supervised by the Institute personal in its own centers which operate in different states of the country, (16302 courses for 226696 participants)

- indirect action, which refers to the occupational training offered by sectorial institutes and firms, under supervision and financial support of INCE (14115 courses for 153413 participants).

Since 1990 the structure of INCE has been revised in order to modernize its administration, to decentralize its management and to adequate its activities to the demands of the firms and to the new requirements called for by the process of industrial reconversion of the national economy.

To this purpose a national study was undertaken with a sample of over seven thousands firms, to evaluate the training needs that the institute must satisfy in the short and long term. It was found that 71.5 % of the firms have no training facilities and do not use the INCE services; 21 % use the training programs of INCE and 7.5 % use their own programs. It must be noted that the majority of the surveyed firms were of small and medium size, which are the ones less serviced by INCE , whose training programs are mainly directed toward the big firms (58%). The study identified the priorities in terms of skills demanded by the market as in the areas of metallurgy , electronics, diesel engines, building and informatics.

The study also detected failures in the teaching contents and in teaching resources,the lack of evaluation systems and the need for continuous advising to small and medium firms.

A further criticism to INCE programs is that these do not have a significant effect on the creation of job opportunities and stable employment. In this regard some initiatives have been developed by other public institutions. For example Temporary Employment programs of the Ministry of Work; the program of Support to Popular Economy of the Ministry of Family and the Program for Young Researchers of CONICIT (National Council for Science and Technology).

Nevertheless according to experts, these measures are insufficient since : a) do not have a high impact in terms of coverage and results, b) do not represent specific answers to problems like young unemployment and marginality. c) their administration is too centralized. d) are executed without adequate coordination.

In our opinion an integral policy of vocational training would have to cope with the following problems:

- the great heterogeneity of the work market
- the progressive reduction of the industry capacity, particularly of the modern sector, to generate employment opportunities
- the growing presence of informal activities
- the gap between the qualifications acquired through education and the qualifications required for the jobs
- the lack of information respect to manpower future needs at national level
- the lack of long term training plans of individual firms

These problems outline the difficulty of establishing a uniform policy of training and suggest the convenience of policies oriented to specific problems and sectors, within the framework of an improved cooperation among institutions.

ILO - ISFOL

INTERNATIONAL ROUNDTABLE
ON VOCATIONAL TRAINING AND EMPLOYMENT
Turin, 16.6-19.6.91, Rome 19.6-20.6.91

Leonello Tronti (*)

LABOUR POLICIES, EMPLOYMENT AND TRAINING AN OVERVIEW OF THE FONDAZIONE GIACOMO BRODOLINI

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1. Carrying on the Work of Giacomo Brodolini

The Fondazione Giacomo Brodolini originated on April 9, 1971, less than two years after the death of Giacomo Brodolini, trade-union leader, politician and minister of labour.

Twenty years later, the Fondazione enjoys a vast store of scientific and cultural knowledge.

Created by friends of Brodolini to keep his memory alive, in recent years the Fondazione has worked, to the best of its ability, toward becoming a cultural point of focus; this objective is embodied in the Italian-language journal, *Economia & Lavoro*, promoted by Brodolini himself in 1967. In its first issue, the journal is described as an attempt "to become actively involved in the vast movement of political, ideological and cultural renewal which sustains the highest levels of knowledge in this country".

The profound changes accompanying Italy's economic and social development have in no way undermined the fundamental principles of the Fondazione; indeed, in these twenty years, its activity has been broadened and refined.

Although the Fondazione "takes one side only - that of labour", a trait that Brodolini often pointed to when describing himself, its research and studies rely on information from all cultural and social spheres. The scientific method and free, independent outlook of these projects are complemented by an awareness that the necessary and inalienable dialectic must be resolved by means of dialogue and comparison if true progress is to be achieved.

The unique structure of the Fondazione is unmatched by any other Italian foundation. Its Board of Directors includes institutional representatives of the *Confederazione generale italiana del lavoro* (CGIL, the Italian general confederation of labour), the *Confederazione italiana dei sindacati dei lavoratori* (CISL, the Italian confederation of trade unions), the *Unione italiana del lavoro* (UIL, the Italian labour union) and the *Associazioni cattoliche dei lavoratori italiani* (ACLI, the Catholic associations of Italian workers) in addition to scholars and members of the cultural community. Over the past twenty years, this structure has safeguarded the spirit of the Fondazione's activities, enabling it to concentrate its historical research, geared principally toward the study of workers and labour unions, in three major areas: labour economics, labour law and industrial relations.

This complex working plan is faithfully adhered to by the Fondazione and takes the form of research projects, debates, conferences, seminars, reports, books, journals and notes on labour (the Quaderni series).

The following pages set out the mast recent scientific and cultural initiatives of the Fondazione Brodolini concerning the study of topics related to employment, labour policy, education, vocational training, guidance and orientation.

2. The Commitment to Employment and Labour Policy

Economic research, and especially the study of the labour market, is the area in which the Fondazione is committed to the development of a planning policy, expanding on aspects related to compatibility, in an atmosphere of balanced growth. Particular focus is placed on the attitudes of labour unions.

Along these lines, and in step with economic and political development, proceeded the study of topics related to concertation, the coordinated efforts of government-unions-entrepreneurs, anti-inflationary measures and issues concerning an adequate incomes policy and the labour policy measures needed for the restructuring of industry and the economy.

During the long recovery phase of the 1980s, characterized by persistent disequilibria in the labour market despite the good overall performance of the economy (youth and female unemployment, North-South disequilibria, intellectual unemployment and underemployment, illegal labour), the Fondazione explores the trends and characteristics of the labour market and the policies in force aimed at correcting imbalances, and evaluates the results.

This area of study led to the creation, in 1987 (in cooperation with the Centro Europa Ricerche (CER) of the annual Report, Labour and Employment Policies in Italy, in Italian and English. Commissioned by the Italian Ministry of Labour, the Report provides a summary of the best analytical and descriptive studies of the Italian labour market.

In 1988, a second Report, titled Social Security and its Financing, to examine the Italian social security system and its possible future developments and effects on public finance.

Recently the Fondazione has conducted a number of studies commissioned by the Consiglio nazionale della ricerca (CNR, the national research council), listed below:

- a study titled "Labour Policy and Flexibility Policy" (1988);

- coordination of the strategic project "conflict and Labour Relations in the Next ten Years" (in cooperation with the Fondazione P. Seveso, based in Milan, the University of Trieste, and Bocconi University, in Milan) (1989-90), the first CNR strategic project on a socio-economic issue;

- research projects titled: "Labour Supply and Youth Unemployment: Characteristics and Differences in the Transition" (1989-90); "Time Management in the Workplace and Employment: A Two-sector Study with Model" (1990-91); "Incomes Policies and Bargaining Levels" (1991).

Since its inception, the Fondazione has cooperated with the Ministry of Labour and Social Security, which recently commissioned the following reports, in addition to Labour and Employment Policies in Italy:

- "An Overview of Local Employment Initiatives in Northern, Central and Southern Regions" (3 vols.) (1988-89);

- "Labour Market: the Link between Distribution, Redistribution and Labour Flexibility in Connection with Labour-market Phenomena and Labour Policies" (in coop. with CER and Centro Studi di Politica Economica (CESPE) (1984-90);

- "Employment '89. Trends in Employment and Unemployment in Depressed EEC Areas during 1980-89" (1990-91).

More recently, the Italian Ministry of Foreign Affairs has commissioned a study titled "Quantitative Evaluations of Intervention Strategies for East European and Mediterranean Basin Countries" (1990-91); the Fondazione is currently preparing the first annual Report on Migration, aimed at monitoring migration flows to and from Italy, and fitting these trends within broader European and Mediterranean frameworks (1991).

However, the commitment of the Fondazione to the study of labour economics and industrial relations is typified by the following field-specific journals:

- Economia & Lavoro, published in Italian, now in its 24th year;

- Labour, published in English, is approaching its fifth year.

The scientific activities of the Fondazione and the above-mentioned journals are complemented by the Quaderni della Fondazione series, published by Marsilio in Venice.

The recent articles on labour economics and industrial relations included in the Quaderni are as follows:

- R. Brunetta, A. Salghetti Drioli, "A possible undertaking. Models and Processes of Job Creation in Italy and in Industrialized Countries" (1988);
- P. L. Scandizzo (Ed.), "Southern Unemployment and "Enterprise Creation": the Legal and Economic Aspects of Recent Experiences" (1991);
- Various Authors "The Social State: from Brodolini to the Present Day" (1991);
- L. Tronti, A. Cucchiarelli (Eds.) "Flexibilization of Working Time" (1991).

3. Commitment to the Development to Vocational Training, Counselling and Orientation.

As regards the traditional commitment of the Fondazione to the study of labour-market issues, the long-standing cooperation with the Ministries of Labour and Public Education has opened up new areas of research, mainly on the economics in education, on economic and financial aspects of vocational training, and on career counselling and orientation received in schools or in the workplace.

Of note is the recent series of studies on orientation, guidance and the evaluation of vocational training:

- "Vocational Training and Hours of Work" (1988);
- "The Decentralization of Employment Registry Offices (Law No. 56/87)" (1988);
- "Analysis of the Training-related Aspects involved in the Implementation of Laws No. 113/86, No. 41/86, No. 44/86" (1988);
- "A Training Experiment involving Organizational Profiles and Proposals for the Correct Start-Up of Labour Agencies" (1988);
- "Indicators of the Efficiency of Public Intervention in Vocational Training" (1989);
- "Working toward a Counselling and Orientation Manual for the Use of Decentralized Employment Registry Office Employees" (1989);
- "Development of Teaching Methods for Planning and

Evaluating Vocational Training Programmes and Projects" (1991);

- "Orientation and Guidance for First-time Job Seekers. An Integrated System involving the New Decentralized Employment Registry Offices" (1991).

Also deserving of mention is the Fondazione's work for the Ministry of Public Education. The topics of study include the teaching of economics, the right to education, and the transition from school to work. The titles of each research project is listed below:

- "Teaching of Economics in a Two-year Period of Reforms" (1989);

- "Mandatory Schooling: the Right to Education in Southern Italy" (1990);

- "After Mandatory schooling: School-leaving Trends in Southern Italy" (1990).

The transition to university study is dealt with in a recent ~~paper~~ research project commissioned by ISFOL on the so-called "short degrees" ("Profiles of the School-University- Work transition in Italy and in the Major Industrialized Countries") (1991). The geographical spread of vocational training initiatives is analyzed in a forthcoming project, commissioned by Formez; "Southern Italy and Vocational Training" (1991).

The research studies on orientation and counselling in school and in the workplace formed the basis of an "Orientation and Counselling Manual. For the Use of Decentralized Employment Registry Offices", commissioned by the Labour Ministry and currently being published by the Poligrafico dello Stato, Rome, 1991, 5 vols.

The Quaderni series, too, reflects the Fondazione's involvement in these areas of study. The most recent titles are as follows:

- G. Mottura, E. Pugliese, B. Veneziani, "Agriculture and Local Training Methods";

- R. Guarini (Ed.) "Planning Investments in Training. Methods of Economic Evaluation of Vocational Training Intervention" (1991).

The seminar and teaching initiatives organized by the Fondazione in recent years are listed below:

- a seminar titled "Flexibility in the firm and in the Labour Market. Theory and Empirical Evidence" (in cooperation with the Scuola Superiore di Studi Universitari e di Perfezionamento Sant'Anna), Pisa, 1988;

- a seminar titled "Bargaining Structure: Problems and Prospects for Reform" (in cooperation with the Associazione Sindacale per le Aziende Petrolchimiche e Collegate a Partecipazione Statale (ASAP, the trade-union association for state-owned petrochemical companies) Rome, 1989;

- a seminar titled "1993: what Do You Mean, Social Europe?" (in cooperation with the centre for state reform), Rome, 1989;

- a "History Course on the Workers' Movement and Industrial Relations" for secondary school students, Milan, 1990-91.

4. Conclusions

Before closing this brief overview of the most recent activities of the Fondazione Brodolini concerning the study of employment, education, vocational training, guidance and orientation, the Foundation wishes to express its thanks to an initiative of great international importance, the International Roundtable on Vocational Training and Employment organized by ILO and ISFOL and based on a joint project in which the Fondazione participated fully.

The success of this first initiative is of extreme importance to the exchange of information, documentation and experience in on environment such as the labour market, which is vital to contemporary society, heedless of its location at the centre or on the periphery of the global economy, in the large Western metropoles, in the megalopoles and in the rural areas of developing countries.

Scientific, political and social debate continue to stress the fundamental importance of the fair and equal advancement of the entire planet, the development of human resources to their fullest, and the way in which the true wealth of man is the development of man's own abilities, of all his abilities, and of all men.

Moments of concerted thought and of worldwide cultural exchange such as these make it possible to lay the foundation, to create the conditions necessary to develop in as short a time as possible a concrete programme of improvement and of collective optimization of human resources a programme to be implemented across the planet, enabling each of its inhabitants to obtain suitable employment and to contribute in a real way to economic and human development.

To this end, the Fondazione Brodolini intends to continually, renew its commitment to scientific research and to the promotion of culture and of labour as the basis of progress.

Jaromír COUFALÍK

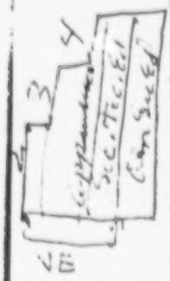
Vocational Training and Employment in Czechoslovakia

1. Vocational training in Czechoslovakia like in the other countries is very closely connected with the development of economy. Nearly 8 million people work in the Czechoslovak economy, about 12 % of them in the primary sector, 47 % in the secondary sector and 41 % in the tertiary sector. Employment of women is very high, it represents 47 % of all employed persons. The share of workers is about 52 %, the other employees 48 %. As far as the structure of employees according their education level is concerned, 9 % attained an university education, 27 % secondary education, 38 % are skilled workers. Until 1989 they worked in the public sector, because there was not the privat one.

2. At present the first phase of Czechoslovak economy transformation is running. It is the question of the transformation from the centralized and directive controlled economy to the market and liberal one. This transformation is very large, complicated and painful. It will continue for several years. During this period a lot of changes will take place in all economy, employment, labour market and vocational training. The consequences of these changes became evident even now.

3. Last year arose the unemployment. The number of unemployed people is growing up every month. At this month the share of unemployed people has reached 3,5 % of the total inhabitants who are capable of working. It is expected that this share will be increasing namely in the second half of this year and will reach 6 - 10 %. Mostly young people including graduates of universities and secondary schools and also the group of people at the age of 30 - 39 are involved in the unemployment for the time. Unemployed are largely people who executed routine administrative activities, which became very often needless. The Czechoslovak economic experts consider the probelm of unemployment as one of the main problems in the period 1991 and 1992.

4. The network of Labour Offices, which has been built, have to help the unemployed people to find a suitable work. The Labour Offices work in the regions of about 100.000 inhabitants. Their activity is coordinated by Ministry of Labour and Social Welfare; achievement of these offices is still low. The vacancies registration system is one being introduced.



5. Vocational training is the part of vocational education. In Czechoslovakia the vocational education follows with eight-year or nine-year basic school. At present about 60 % basic school leavers come into apprentice schools. Their aim is to educate skilled workers. There are about 240 branches, specializations in these apprentice schools. In the majority of these branches the education lasts for 3 years but in some of these branches 2 years, in others 4 years. General subjects and special theoretical ones are tought at the state schools. Practical training is realized in enterprises and it is financed by them.

after 8 or 9 years

6. The present state of apprentice schools is result of development of former decades and therefore does not satisfy the requirements of the market economy. For instance it is criticised their too narrow specialization because the youth must decide about the professional career at the age of 14- 15 which is too low. The narrow specialized education is also not suitable from the point of view of professional mobility. It does not namely provide the sufficient basis for prospective requalifiactions at higher age.

7. That is why the proposal of a new type of apprentice school as alternative to present type has been worked out in our institute in this year. The first phase of education lasts for two years and is concentrated on general education and special theory in very broad branches, for instance machine industries, elektrotechnics, food industries, business etd. This two years's phase is followed by the second phase, where the practical training in the firms prevails. Only in this phase specialized vocational training will be realized. This type of apprentice schools will introduced in September of this year.

8. The contemporary privatisation of firms is very complicated problem from the point of view of vocational education too. At first it has started in shops, restaurants, crafts and another services. Up to this time the state firms change their owners but the new owners can´t take over the training centers of these firms because they usually have not sufficient capital. The state takes a care of such afflicted apprentices but it is only the temporary solution. That is why the most suitable ways of interesting new firm owner´s in education of apprentices are looking for.

9. The transformation of our apprentice education system is very complicated problem. The state, which is in a very difficult economic position, can´t expend unlimited means, the reform of the tax system is one being prepared (will start 1. 1. 1993). The privatiosation of firms will be still running about 2 years. Associations of employers, which should participate in apprentice education, are only being established and they are not able to fulfil their functions.

10. The second main type of Czechoslovak vocational schools are secondary technical schools which educate technicians. About 22 % of basic school leavers are enrolled for study at these schools. The study lasts for 4 years and provides secondary education level. These schools have a long tradition in Czechoslovakia and belong to the stable part of the education system. They are financed by state and partialy by regional authorities.

11. These schools are criticised too. In the first place because their programmes are too specialized and also because they are not enough flexible to the development of the labour market. The content of education is modernized and all the time greater number of optional subjects is being introduced.

12. Several private apprentice schools and secondary technical schools have been established in las year. They are bringing to the state vocational schools becessary competition. Starting next school year, it means September 1991, the number of these private schools will be increased. These schools are partialy financed by

parents of students and partialy by the state. Why not Business

13. The expected development of the labour market asks to pay attention to next groups of people. One of these groups are basic school leavers who are neither admitted to some type of secondary school nor they are interested in further education. The courses in the form of full-time study or part-time study are being prepared for these young people. Apprentice schools or another secondary schools should organize these courses and they should be financed by Ministry of Labour and Social Welfare. The main task of these courses should be to provide at least elementary vocational education, so that their participants could be easier taken on occupation.

14. The several forms of vocational education are being developed for adults too, including unemployed secondary school leavers. They are mostly retraining courses whose aim is the vocational training for another profession. Retraining courses are mostly financed by Ministry of Labour and Social Welfare on the basis of the contract between regional Labour Office and school.

15. The transformation of Czechoslovak vocational training for the conditions of the market economy, for the period of advanced technology and also for the conditions of cooperation of European states is a complicated problem, solving of which will take still several years. We are convinced that the possibility to exchange experience with experts of various countries can us help to solve gradualy this difficult problem.

International Centre for Vocational and Advanced Training
(Turin, Italy)

International Round Table on Vocational Training and Employment
(17-20 June 1991)

Review of Vocational Training Programmes of Selected Developing Economies of Asia-Pacific Region

(Discussion Notes)

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Director, ARPLA
and
Director-designate, APSDEP

Bangkok, May 1991

BACKGROUND

1. In the developing economies of Asia and Pacific region, situation in respect of vocational training varies so widely that it is almost impossible to capture the variations in one paper. Hence discussions will be briefly raised on

(a) types of trade covered,

(b) sectors of economy covered, and

(c) mode of delivery of training services.

2. The extent of variation in the number of public sector training institutions, their capacities and the size of market they cater to, may be seen below:

No.	Country	Number of Institutions			Persons trained in 1989	Apprentices trained in 1989	Size of Modern Sector Labour Force
		Labour	Other Govt.	Total			
1.	Bangladesh	12	58	60	3103*	166	2.4 m
2.	P.R. China	-	-	17,779	518.9 m	-	-
3.	Hong Kong	-	-	29	75,205	5,580	2.1 m
4.	Indonesia	153	13,760	13,913	54,735* 942,084	-	4.7 m
5.	Rep. of Korea	34	41	75	14,989* 20,831	-	5.2 m
6.	Nepal	9	13	22	1,625*	76	-
7.	Pakistan (Sind only)	12	-	12	313* 13,511	608	0.5 m
8.	Philippines	19	-	-	213,335	12,472	5.6 m
9.	Solomon Island	1	14	15	165*	61	-
10.	Thailand	8	-	-	17,555	-	2.5 m

* Labour Ministry only.

Source: Hilde Capiau and Sal Kumar, Labour and Social Indicators for Asia Pacific in 1987-89 (December 1990), ILO/ARPLA, Bangkok.

3. Labour Ministries and Education Ministries are the major providers of vocational training institutions while other public sector agencies also render vocational training services. In most countries, size of the labour market, to which these institutions cater to exceed 2 million workers. In case of Korea, Philippines, this segment of the labour market is around 5 million. The modern sector labour market is the relatively larger establishments (employing 20 or more workers), usually surveyed on regular basis by the Ministries of Labour. The size and the skill intensity of establishments (defined as proportion of skilled workers), determine to a large extent, the potential demand for training facilities. In addition to the level of technology in use, labour market imperfections such as prevailing recruitment rules and practices, wages and incentive structure for skilled workers and preference of the new entrants to labour force affects this potential demand.

4. Because of these factors, the vocational training situation varies even where size of labour market to be catered to is similar. Such variation is noticed in number of institutions as well as in the number of persons trained in these institutions. The use of apprenticeship training mechanism also varies possibly due to variation in degree of cooperation secured by public sector agencies from the employing establishments. The growth rate of GDP/GNP and the investment climate indicated by yearly new investments also influences the demand for vocational training.

II. TYPES OF TRADE COVERED

5. The vocational training in several cases, do not cover all trades or occupations in the skilled category. Although in most situations, attempts are made to meet the requirement of large manufacturing sector, there are instances, like Bangladesh, where "the training system has been kept deliberately small and largely limited to maintenance occupations required in a wide range of modern sector activities. Training for occupations in manufacturing and agriculture, has not been covered by the public training institutions".1

6. At the other end is the situation in Hong Kong, where the Vocational Training Council develops programmes for operatives, craftsmen, technicians and technologies necessary to maintain and improve Hong Kong's industry, commerce and services. Under the Council, there are 19 Training Boards covering major trades like accountancy, automobile, banking, building and civil engineering, clothing , electrical, electronics, hotel, catering and tourism, insurance, jewellery, journalism, machine shop and metal working, merchant navy, plastics, printing, ship building and ship repair, textiles, transport and physical distribution and wholesale, retail and import/export occupations.

7. In Korea, some 390 occupations, with 10 to 20 new occupations added every year are catered by the vocational training programmes, for which standard-

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1. Planning, Programming and Evaluating Vocational Training - ILO/APSDEP, 1986.

setting is the responsibility of the Ministry of Labour, carried out through Vocational Training Bureau of the Ministry of Labour, and through Vocational Training and Management Agency (KOVTMA). Korean employers are expected to train most of their workers while the Ministry provides initial and further training for smaller enterprises and instructor training for larger enterprises. Outside of the scope of the Ministry of Labour, are training activities in advanced technology concerned with training high level scientific research and development personnel at the Korea Institute for Science and Technology (KIST).

8. In Pakistan, overseas employment opportunities, led to the expansion of demand for skilled workers level training, in the seventies and mid-eighties, as was the case in a smaller extent in Bangladesh and Philippines. The trades covered by the vocational training programmes, however, remained largely in the areas of 'maintenance trades', with additional programmes for upgrading the skill of employed workers in public utilities, and transport, sector trades, through short programmes. A new apprenticeship law introduced in the 70s, expanded employers obligation in apprenticeship training. Despite these improvements, the vocational training programmes cater mainly to the basic engineering trades, with training facilities for majority of production process workers being offered informally by the relevant public sector agencies. The situation in Nepal, Bangladesh and Pakistan can still be described as "a splattering of training given at isolated centres".

9. Despite a long term policy of gradually shifting of responsibility for skill training from public to private sector, and preparations of sector-specific manpower plans in Philippines, the vocational training programme in the public sector dominates and training covers principally the modern sector trades. Although National Training Boards have been created, the NMYC Training Centres including those attached to its 13 regional offices, remain the principal agencies for skilled workers training. Programmes to cater to the rural and informal sector have also been introduced by the NMYC.

10. Employment opportunities in China, after more than a decade of labour market reforms, remain largely in the State enterprises catering to close to 75 per cent of the urban labour force. These state enterprises perform several social roles, such as training and absorbing youths of the neighbourhood in their enterprises or in 'Labour Services Companies' sponsored by these enterprises or elsewhere. In some sense, training is a substitute for employment and may continue for an individual in several trades till the trainee is absorbed. The coverage of trade and sectors are largely determined by the nature of State enterprises.

11. In Thailand, some 60 per cent of industrial workers in the modern sector, start without any formal training-acquiring their skills through informal job-training process. Like many other countries in the region, there are many agencies involved in vocational training and yet, the Institutes of Skill Development in the regions and their sub-centres attached to provincial labour offices, remain the major provider of training for skilled industrial workers. Private sector programmes for training hotel and tourism workers have expanded as is the case with training programmes for transport sectors.

12. Public sector Indonesian programmes cover training of craftsmen, highly skilled workers, production and chemical occupations and rural agrobased occupations besides instructor training. A Sub-Directorate to offer training in labour-intensive technologies conduct training in the rural areas including training for self-employment. There is a central office for the Vocational Training Centres. The demand from overseas led to the beginning of private sector training programmes in housekeeping and catering. The number of private sector institutions is also very large.

13. To sum up, outside of Korea and Hong Kong, the number of trade or occupations covered by vocational training programmes in most Asian countries is very small. The number is very small in countries like Nepal and Bangladesh while it is close to 400 in Korea. Other countries remain somewhere in between with possibly a coverage varying between 20 to 50 trades.

Sectors Covered

14. With such small number of occupations being covered by vocational training programmes, it is obvious that most of the sectors of the economy will remain uncatered for, in many countries in the region. What most countries claim is that the 'modern sector' of the economy, representing the relatively larger establishments in all sectors of the economy are attempted to be covered by the on-going and planned vocational training programmes.

15. In the agricultural sector, several countries such as Bangladesh, Pakistan and Thailand, offer vocational training for a few trades like mechanics for maintenance of agricultural machinery, irrigation tube wells and pumps. In Indonesia, food processing, and cottage craft are covered as an informal programme not subjected to standardisation and certification. In Philippines as part of livelihood programme training in poultry, livestock breeding, fisheries, are organised also on informal basis. The departments of agriculture, forestry, livestock conduct training programmes for their officials who in turn, train the farmers through extension services. These programmes are also not subjected to national standards or certification. This pattern is evident in Bangladesh, Indonesia, Nepal, Philippines and Thailand. In other words, unlike developed countries, production process in this sector of many developing economies of Asia, does not seem to be amenable to formal vocational training. Agriculture, marine fishing, poultry and livestock breeding, has expanded substantially in Thailand, Philippines and to a much lesser extent in Pakistan and Bangladesh, without significant demand on the formal training programmes. It is also true that workers in this sector do not enjoy the level of working conditions and minimum wages prescribed for the large manufacturing sector. Is it possible that there is a direct relationship between wages and working conditions and the demand for formal training?

16. In the large manufacturing sector, in countries such as Thailand, Pakistan, Philippines, majority workers start their career without any formal training. In these countries also, manufacturing sector has expanded, and diversified entering into competitive export market. Informal on-the-job or in-plant training seems to have served the purpose adequately not only in manning the changed production process but may be also in keeping the cost

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Transmission, Airlines, are in the public sector in a large number of countries including Indonesia, Thailand and Bangladesh. Road transport, inland water transport and merchant marine transport are shared by public and private sector. The large institutions like Railways, Post and Telegraph, Electricity, Gas and Petroleum authorities have their own training arrangements - not always linked with the vocational training system. Defence establishments is another source of training skilled workers in Pakistan, Thailand and Philippines, for their own use. These are 'stand-alone' programmes which seldom draws on the institutional programmes of Labour or Education Ministry although in countries like Pakistan and Bangladesh, retraining of these workers on release at the ages of 35 to 40, is undertaken by the national vocational training programmes.

19. In the trade and commerce and in services sector, expansion has been very high and new technologies have influenced the skill required in these sectors significantly. While public sector training institutions have responded by adding to their list of trades, a much bigger role is played by the profit and non-profit making private sector training establishments. In these sectors working conditions, and wages and incentive structures, are favourable and social demand is also high.

Mode of Delivery

20. Mode of delivery is an important element of the vocational training programmes. In Hong Kong, the industry-specific organs of the Vocational Training Council deliver the training services from the planning stage to the stage of upgrading quality. In Korea, employers liability has been recognised and employing establishments are the training agencies with the obligation of training in accordance with the standards prescribed by the Bureau of

Vocational Training and Korean Vocational Training Management Authority, Training of Instructors for large enterprises and training for smaller enterprises are the responsibility of the public sector.

21. In most other countries, training in institutions seems to be the major mode of delivery. Formal apprenticeship training constitute a small part of the total national programmes. While the Ministries of Education and Labour, organise vocational skill development programme for the open labour market, many public sector employing establishments operate similar programmes to meet their own requirement.

22. Informal mode of skill transfer seems to be the principal process of skill development for majority of workers who are engaged in small enterprises, informal sector, construction sector or as self-employed.

Concluding Remarks

23. Except Hong Kong, Korea and Singapore, developing economies in the Asia-Pacific region are yet to develop a comprehensive vocational training system. Programmes are run by Ministries of Education and Labour for the labour market while other government agencies tend to train their own workers.

24. Formal vocational training seems to be more in demand for occupations that offer relatively better wages, working conditions and incentives.

25. In developing economies including fast growing economies like that of Thailand, employers do not share the responsibility for formal vocational training whereas informal process of skill transfer is organised entirely by the employer.

26. Bulk of the training programmes, particularly those run by agencies other than the Ministries of Labour and Education are not subjected to national standards or certification.

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29.05.91
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ROUND TABLE ON VOCATIONAL EDUCATION AND EMPLOYMENT

TURIN. JUNE 15. 1991

COUNTRY - PAPER. ARFORGHE (TUNISIA)

MR. ABDESSALEM MOHAMED AJMI.

AFTER INDEPENDANCE 1956, AND CONSEQUENTLY TO THE DEPARTURE OF THE FOREIGUERS (FRENCH) MASSIVELY, THE NEED OF VOCATIONAL EDUCATION WAS FELT IN TUNISIA IN ORDER TO REPLACE THE TECHNICIANS WHO LEF THE COUNTRY. VOCATIONAL CENTERS THROUGHOUT THE COUNTRY WERE SEP UP, WITH THE HELP OF THE UNITED NATIONS VIZ I.L.O. THAT PROVIDED TUNISIA (MINISTRY OF SOCIAL AFFAIRS) WITH ALL SORTS OF HELPS, NAMELY PROGRAMMES, EXPERTS... IN MARS 1967, THE AGENCY OF VOCATIONAL EDUCATION AND EMPLOYMENT WAS BORN. TRAINING COVERED NEARLY ALL THE FIELDS : BUILDING, WEAVERING, WOOD, MECANICS, ELECTRONICS, ELECTRICITY, TEXTILE, LEATHER........ THE NATIONAL COUNCEL OF VOCATIONAL EDUCATION AND EMPLOYMENT WAS CREATED IN 1964, OFFERING A FRAME OF DIALOGUE BETWEEN THE VOCATION AND THE DIFFERENT AGENTS INTERFERING IN THE TRAINING. (UNFORTUNATELY THIS COUNCEL MET ONLY 5 TIMES IN 25 YERS OF EXISTENCE).

IN 1988, A DIAGNOSTIC OF THE NATIONAL SYSTHEM OF VOCATION EDUCATION HAS BEEN THOUGHT OF. THE RE-EXAM OF THE ECONOMIC POLICY IN THE COUNTRY, NAMELY AS FAR AS THE RESPECTIVE ROLES OF PUBLIC AND PRIVATE SECTORS ARE CONCERNED, AS WELL AS THE NEW IMPULSES IN THE FRAME OF THE PLANNING, GIVEN TO THE EXPORTING POLICIES AND THE IMPROVEMENT OF THE COMPETITIVENESS OF THE ECONOMY, MADE PROMINENT THE NEW RESPONSIBILITIES OF THE SYSTEM OF VOCATIONAL EDUCATION : VOCATIONAL READAPTATION IMPROVEMENT OF COMPETENCES AND QUALIFICATIONS, MASTERY OF THE QUALITIF....

BESIDES, THE REFORM OF THE EDUCATIONAL SYSTEM, THE NEW PRIORITIES OF OUR ECONOMY, CHANGE THE ENVIRONMENT IN WHICH THE SYSTEM OF TRAINING AND QUALIFICATIONS HAS TO OPERATE.

AMONG THE OTHER PROBLEMS, WE CAN MENTION ESPECIALLY ;

- THE LACK OF CAPACITY OF RECEPTION COMPARED WITH THE SOCIAL DEMAND OF VOCATIONAL EDUCATIONS AND EMPLOYMENT SHOWED THAT THE TOTAL CAPACITY IS 55.000. IN FACT THE ANNUAL FLOW OF TRAINING SEEKERS REACH 34.000, PLUS 13.000 NEW POSTS VIZ A GLOBAL CAPACITY OF 47.000 COMPARED WITH A POTENTIAL NEED ESTIMATED AT 102.000. THE TRAINING SYSTEM RECEIVES 46 % OF THE

FLOWS ISSUED FROM THE PRIMARY AND SECONDARY EDUCATION : THUS WE CAN NOTICE THE STRONG PRESSURE OF THE EDUCATIONAL SYSTEM ON THE VOCATIONAL ON.

THE LACK OF A NATIONAL NOMENCLATURE OF THE TRAINING THAT ARE ACCEPTED BY THOSE WHO UTILIZE THE TRAINING.

THE WEAK PARTICIPATION OF THE ENTREPRISES IN THE FUNCTIONING OF THE NATIONAL VOCATIONAL SYSTEM.

BESIDES THE ORGANIZATIONAL PROBLEMS, THE CONTENTS OF PROGRAMMES, AND THE METHODS OF VOCATIONAL EDUCATION DID NOT FOLLOW THE READAPTATION MADE NECESSARY BY THE SOCIAL AND ECONOM ENVIRONMENT EVOLUTION.

THE INSUFFICIENT VARIETY OF SPECIALITIES COVERED BY THE SYSTEM (127 PROGRAMMES IN 50 SPECIALITIES OR VACATIONS COMPARED WITH 400 IN MOST OF THE DEVELOPED COUNTRIES).

THUS THE NATIONAL SYSTEM HAS TO BE RADAPTED IN 2 TIMES WITHIN THE NEXT FIVE YEARS :

IN SHORT TERM : TO FACE THE SITUATION CREATED BY THE CLOSING IN 1988-1989 OF THE 7 th AND 8 th YEARS OF THE PRIMARY EDUCATION AND THE STOPPING IN 1989 OF THE ORIENTATION TOWARDS THE CYCLE OF VOCATIONAL EDUCATION UNDER THE MINISTRY OF EDUCATION.

IN MIDDLE-TERM : TO PROVIDE, ON THE ONE HAND, THE INITIAL VOCATIONAL EDUCATION FOR THE YOUNG WHO FOLLOWED A GENERAL TEACHING OF 9 YEARS WITHINTHE BASIC SCHOOL, AND ON THE OTHER AND THE TRAINING FOR THOSE WHO FAILED IN THAT SAME BAISC SCHOOL.

THE REVALORIZATION OF THE VOCATIONAL EDUCATION BY DEFINING THE WAYS OF VALIDATION OF DIPLOMA AND CERTIFICATES OF THE VOCATIONAL EDUCATION AS WELL AS THE OPENING OF PROSPECTS OF THE CONTINUED TRAINING FOR THOSE WHO LEAVE THE TRAINING, AND THIS THROUGH THE EVENING COURSES.

. THE REINFORCEMENT OF THE ROLE OF THE ENTREPRISE IN THE SETTING UP OF THE PROGRAMMES.

. THE TOTAL REMODELING OF THE SYSTEM OF THE VOCATIONAL EDUCATION TAX, IN A WAY TO MAKE THE ENTREPRISE RESPONSIBLE WITH MORE INITIATIVES IN ANALIZING THE OPPORTUNITIES OF ACTIONS IN THE FIELDOF TRAINING.

. THE REDUCTION OF THE UNITARY COST OF TRAINING THROUGH A BETTER USE OF THE PEDAGOGIC SPACES AND THE AVAILABLE EQUIPMENTS.

. THE RESEARCH OF A BIGGER PARTICIPATION OF THE PRIVATE SECTOR THROUGH THE SETTING OF AN IMPORTANT ENCOURAGEMENT OF THE PRIVATE INVESTMENT IN THE TRAINING.

. THE REINFORCEMENT OF THE CAPACITIES OF DIALOGUE THROUGH THE REACTIVATION OF THE SUPERIOR COUNCEL OF VOCATIONAL EDUCATION.

EMPLOYMENT

EMPLOYMENT HAS ALWAYS CONSTITUTED THE MAJOR PREOCCUPATION OF OUR DEVELOPMENT ACTION. A PARTICULAR ATTENTION, HAS BEEN PAID BY THE DIFFERENT PLANS TO REDUCE THE ACUITY OF THIS PROBLEM. THE RESULTS WERE POSITIVE DURING THE SEVENTIES

SINCE THE CREATION OF JOB OPPORTUNITIES TRIPLED GOING FROM 13.500 DURING THE FIRT DECADE TO AN AVERAGE OF 40.000 DURING THE SECOND DECADE.

IN THE EIGHTIES, THE WORLD FINANCIAL AND ECONOMIC SITUATION, HAD THEIR NEGATIVE CONSEQUENCES ON THE LEVEL OF INVESTMENTS AS WELL AS ON THE GROWTH AND SUBSEQUENTLY ON EMPLOYMENT. THE LEVEL OF CREATION OF JOB OPPORTUNITIES FELL IN THE MIDDLE OF THE EIGHTIES TO SOME 30.000 IN 1986. A NEW STRATEGY OF DEVELOPMENT ENCOURAGED EXPORTING WHICH LED TO AN IMPROVEMENT OF THE FINANCIAL SITUATION OF THE COUNTRY. CONSEQUENTLY AND FOR THE WHOLE PERIOD OF THE EIGHTIES THE EMPLOYMENT SITUATION DETERIORATE WITH THE DEVELOPMENT OF UNEMPLOYMENT ESPECIALLY AMONG THE YOUNG HAVING DIPLOMA : THE RATE OF UNEMPLOYMENT REACHED 16,2 % IN 1989 COMPARED WITH 14,8 % IN 1986.

THE PROBLEM OF EMPLOYMENT CONSTITUTES THE BIGGEST CHALLENGE TUNISIA SHOULD FACE IN THE NINETIES. AN IMPORTANT GROWTH AN A RYTHM OF INVESTMENT MORE ACCELERATED, WITH A SECTORIAL DIVISION MORE ADEQUATE THAT TAKE INTO ACCOUNT THE SITUATION OF EMPLOYMENT

AND THE NECESSITY TO BE IN THE DIRECTION OF THE PROGRESS REALIZED ON THE LEVEL OF TECHNOLOGY.

THE STRATEGIES OF DEVELOPMENT, AND THE FOLLOW~~ED~~ING POLICIES :

EMPLOYMENT SHOULD BE LOCATED IN THE EQUATION : "EMPLOYMENT-INVESTMENT - FINANCIAL SITUATION".

TO SOLVE THE PROBLEM OF EMPLOYMENT, FOUR AXES WERE THOUGHT OF :

1/ ACCELERATION OF GROWTH
2/ IMPROVEMENT OF THE ENVIRONMENT OF ENTREPRISE
3/ AN INVESTMENT STRUCTURE FACILITATING THE CREATION OF JOBS.
4/ THE BALANCE TRAINING-EMPLOYMENT.

BESIDES, IT IS NECESSARY TO THINK OF A SECTORIAL DISTRIBUTION OF THE INVESTMENT WHICH CONSIDERS THE DIFFERENT AIMS VIZ :

- THE REGIONAL DEVELOPMENT
- THE BALANCE OF PAYMENT EQUILIBRIUM
- THE CAPACITY OF RECEPTION OF GRADUATED.

TO CONCLUDE WITH, LET US MENTION THAT SOCIAL INVESTMENTS HAVE ALSO A PARTICULAR IMPORTANCE CONSIDERING THEIR EFFECTS ON EMPLOYMENT AND THEIR CONSEQUENCES ON THE OTHER SECTORS OF THE ECONOMY.

CURRENT VOCATIONAL TRAINING IN LATIN AMERICA

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This paper is based on the Regional Study on vocational training systems in Latin America, carried out by Cinterfor/ILO.

CURRENT VOCATIONAL TRAINING IN LATIN AMERICA

It is possible to consider a "Latin American institutional model of vocational training (VT)", despite some particular differences existing in the various countries of the region.

The basic traits are:

- A solid institutional structure established in parallel to Regular Education.
- Autonomy of administration vis-a-vis the State structure and organisation.
- A levy grant established by law, relating to the payroll of enterprises (from 0.2 to 2 % of the payroll).
- The existence of a generally tripartite Board.
- A rich volume of technological and methodological instruments, and operational modalities created from a framework different to Regular Education.
- A crucial linkage with the world of economic leadership, from which VT extracts its spirit and motivation.

In brief, VT in Latin America is characterised by the existence of solid and autonomous national institutes (VTIs) essentially linked to the logic of economic production and services, funded through a payroll levy grant, counting on a tripartite Board and generally related to ministries of Labour.

Presently the governments, mainly through the ministries of Labour, try to establish National Systems with the aim of coordinating the initiatives and proposing priorities and policies representing the general interest of government strategies in social and economic affairs. In some cases they also have responsibility for the administration of incentive mechanisms for enterprises tax reductions.

The VTIs are not the only entities dispensing VT. They share the task with a number of public and private agencies and even more with the enterprises' own systems. But they are the most important individual agency for the resources accumulated and the institutional capacity to face extended purposes.

In some countries a sole institution is responsible for all the sectors of the economy. In others the institutions are divided into the three traditional sectors, and yet in other cases specific sectoral institutions appear.

In countries like Mexico and Uruguay there is an intention to split the institutions into two groups: those depending on young individuals being prepared to enter the market, and those for adults already in the Economic Active Population (EAP).

As stated before, some small variations are present nowadays:

- In Mexico the traditional entity was eliminated a few years ago and the Secretary of Labour manages the obligation of the enterprises to offer training to their workers, creating instructional training materials, controlling practices but mainly establishing non-governmental mechanisms to programme and promote training in specific areas or sectors. Anyway at least some sectoral institutes (construction, sugar and textile industries) were created by the respective employers' or workers' organisations.

- In Chile a governmental agency (SENCE) manages the use of incentive mechanisms of tax reduction, approving programme proposals coming from enterprises and credentiating a fair number of training agencies to compete for the freed resources. The traditional great institute (INACAP) must compete in the same way and on the same conditions as all the other private agencies. INACAP is administered presently by the Employer Chamber and has lost the grant delivered by previously existent law.

- In Bolivia a new entity was created to substitute the old FOMO, but it was born on the new basis of rigorous decentralisation (Departments are autonomous in each region= and voluntary contributions from employers.

- In Venezuela the INCE traditionally is organised on a Solar System Basis with a central institute and more or less autonomous sectoral institutes, linked to the respective employers' and/or workers' federations.

Considering the present trend to privatisation of services, regionalisation and decentralisation, the original institutes (SENAI and SENAC from Brazil, created respectively in 1942 and 1946) are perhaps the most conservative and at the same time the most advanced. Because they were created by the State and transferred immediately to the responsibility of the employers' administration they maintain the flexibility of structure and a vital capacity of adaptation to the emerging conditions of economic adjustments. The government reserves the control of accounts and exhibits a certain power of pressure to indicate priorities or commitment to national plans.

The essential mark of the Latin American VT is the absolute autonomy in relation to the Regular Education System. This has been decisive to permit flexibility and identity with production processes.

In a certain way, VT is considered more a component of production or services than an education itself, but without losing its educational nature.

This is a very sensitive point to discuss and must not lead to misunderstandings. In fact, the contribution of a qualified performance by workers and professionals has a tremendous impact on the quality of the product, the logic of the production process and the elimination of accidents and machinery breakdowns. Indeed, this is one argument to justify the inclusion of training costs as a component of production.

But this commitment does not reach all dimensions of VT. The social aspects of country problems are important issues to be considered by governments and institutes. Currently this aim presents some implementation difficulties. Structural adjustments in the countries of the region have been concentrated more on correcting short-term maladjustments, particularly inflation, than on growth and promotion of structural change. Social costs of those decisions were assumed disproportionately by workers and middle-income strata.

Anyway a parallel effort to restructuring the global economy is underway in most of the countries.

The main process is to articulate the promotion of industrial reconversion with an opening up of national economies to world markets. The policies stress the modernisation of the economies through the improvement of productivity, quality and competitiveness, together with the reduction of State intervention and disregulation of economy in general and labour market in particular.

VTIs are challenged to respond to this complexity of economic features, most times on an ad hoc basis.

The most important movements these VTIs are promoting represent a determined effort to attract social actors to participate at different levels and in different instances of institutional organisation decisions, in respect of programme destination and contents.

Employers and workers are being called on to help in the definition of priorities and the structuring of programmes. At least in one case (CONET, Argentina) the institute is transferring the administration of specialised centres to the respective workers' organisations. In Venezuela and Mexico specific civil associations are being created to support and to orient VT initiatives. In Costa Rica a complex structure of links has been established to enable access of workers and employers to the activities of the INA. VTIs are aware of the need to respond quickly and appropriately to social and economic transformations. And they are trying to explore routes beyond their traditional role.

They have created very innovative instruments and training mechanisms. To cater to technological change, they have transformed the traditional centres into new ones dedicated to multifunctional services, such as providing technical assistance to enterprises, transferring technological information, improving research generally linked to enterprises' demands, selling products obtained through training processes, and last but not least, offering training to key personnel.

This essential commitment to economic adjustments and enterprises' dynamics have produced certain effects on VTI trends:

- Pre-employment training is losing importance with regard to upgrading training for workers already in the labour market.
- Training for middle management, technicians and technologists, at higher levels of professional hierarchy is preferred to traditional training for skilled and semi-skilled workers.
- Training responsibilities are increasingly being transferred to enterprises, changing the main roles and functions of VTIs.
- Activities are increasingly organised by sectors.
- Small and medium-sized enterprises are receiving greater attention and resources.
- VTIs are becoming providers of non-training services, assuming new roles in the structure of economic processes, without forgetting their original objectives.

Some VTIs have technical educational centres, generally specialised in specific areas of production and for a limited number of techniques. In these cases the formal relationship with the Regular Education System is evident. But the relationships in general are improving as a consequence of the options for higher level workers, necessarily secondary school graduates.

Greater market demands (sometimes exaggerated in respect of the actual requirements of jobs) will be leading VTIs to more selective recruitment and a higher degree of dependence on Regular System. In this way, VTIs are in some cases rising above the ceiling of skilled workers and supervisors, who were their traditional clientele at the initial stages.

On the same lines, larger enterprises generally have their own training structures and VTIs take the role of encouraging the development of these training units, preparing instructors in didactic issues, helping to assess training needs, providing teaching materials, etc.

But as only the large enterprises are in a position to take over direct training, VTIs concentrate their efforts on attending small and medium-sized firms. As a second consequence, the adoption of sectoral approach (mainly through internal departmentalisation) allows them to respond more precisely to the special requirements that the excessive functional differentiation existing in the economy exhibits. Management training is, of course, a critical point and VTIs had no suitable skills to competitively handle field such as administration, operations, credit management and marketing to accompany enterprises' dynamism. At present VTIs are making serious efforts to gain recognition regarding these issues, in the entrepreneurial environment.

It is unquestionable that these VTIs maintain a heavy bureaucratic structure and present an image of permanence and conservatism. Nevertheless, despite the inevitable inertia of any large organisation for public services with a protected market, VTIs have managed with advantages over the majority of educational institutions, to keep pace with the transformation taking place in the environment. The great challenge has been to demonstrate capability to dialogue with different interlocutors from employers' and workers' organisations, to specialised governmental agencies and other social sectors. The decision to open up to the immediate environment.

The financial conception of VTIs is not an issue free of conflict. New trends in public administration impose severe control of public spending, the centralisation of fiscal funds, decentralisation of budgets, and the elimination of subsidies and taxes with specific destinations. On different occasions, governments have tried to cancel or intervene in the way VTIs are supported. The idea of adopting a relationship different from the payroll tax, for instance, a linkage with productivity, or with added value, has been brought up, but difficulties in measurement have been a barrier. Anyway VTIs have been endeavouring to diversify funds, but without significant results so far.

VTIs have developed large number of operational and methodological alternatives and instruments, consolidating the conception of out-school frameworks. The essential trait has always been to give more flexibility to formative strategies and to warrant conditions as similar as possible to actual labour. The use of the logic of the work process as a didactic instrument is the proper characteristic of VTIs training.

In the final instance, work itself is the school process of learning. Doing is an essential part of learning. The reproduction of the real situation of work has dominated training strategies, such as training enterprises of SENAC or training/production enterprises of more general practice.

Apprenticeship was initially the core modality of VTIs operation. This way of training was based on the good relationships between schools and enterprises. Theoretically the object of learning at school would meet the practical level at the real world of work. The question arising from this side should indicate the subjects to the school journey. A good articulation of both has never been obtained in the region, and this modality surmounted an enormous crisis in the 70s.

Recently, the German cooperation is encouraging the re-introduction of apprenticeship in a more specific way, renamed as Dual System. The relationship school-firm must be more accurate and the commitments of apprenticeship should be defined in terms of a concrete agreement, a plan of apprenticeship with responsibilities defined to employers and school authorities. At this moment that modality is being carried out with relative success in many institutions. Important adjustments were done by supervisors.

Distant training is also becoming a strategic modality of training considering the geographic distribution of population and the difficulties of individuals to articulate work and school.

A recent challenge to the traditional VTIs has been the governmental demand to pay attention to the so-called informal sector. Working with this part of population requires special approaches not familiar to those institutions. Generally training alone is not sufficient to solve the problems arising from illiteracy, poverty, absence of the habit of working, diversity of interests, etc. NGOs are more linked to these groups but VTIs are under pressure to channel resources and attention to them. At the moment the results to be presented are not yet sufficient to recognise VTIs proficiency. Some exercises have been carried out, but in general with small groups, and in artificial situations provided by the experimental environment. The best expectations are put on initiatives where trainng is associated to other services, such as social organisation, cooperativism, credit policies, etc.

To attend this wide spectrum of responsibility and activities, VTIs are yet limited to the traditional payroll levy grant which responds for the almost totality of budget. In some cases VTIs use incentive law to tax deduction depending on the enterprises initiative. This instrument is more profited by private training agencies and the own enterprises. In the near future VTIs perhaps will be changing the present situation to more diverse funding alternatives.

It is fair to underline in the case of Latin America the role played by Cinterfor in the promotion of the transfer of training methodologies, in the exchange of experiences among institutions of the region, in the encouragement of research and innovations, as well as in helping to introduce new policies and strategies, enabling the access to external experiences mainly through the link with the Turin Centre, and creating and maintaining a general culture of VT and labour.

In brief, the main traits of VTIs are:

- Linkage with Labour Ministries,
- Close links with the world of labour in its process and culture,
- Close relations with employers' and workers'organisations,
- Autonomous administration from State,
- Flexibility of programmes and modalities,
- Participation of social actors as strategy,
- Reproduction of work as methodology.

Vocational and Technical School

IN CHINA

and Prospects of International Cooperation

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Introduction

1. Summary of the V & T School

Materials of 1990 :

* Short-term Vocational University :

114

72,600 students

21,100 faculty members

(Including 10,100 full-time teachers)

* Secondary V & T Education School:

17,315

6,045,500 students

(which is 45.75 % of all the high school period students)

1,133,000 faculty members

(Including 594,900 full-time teachers)

It can also be classified as :

1.) Special Secondary School :

3,967

2,240,200 students

491,000 faculty members

(Including 233,800 full-time teachers)

Including :

* Secondary Technical School :

2,946

1,564,900 students

384,000 faculty members

(Including 175,600 full-time teachers)

* Secondary Normal School :

1,201

675,300 students

107,000 faculty members

(Including 58,200 full-time teachers)

* Workers' Training School :

4,184

1,334,000 students

300,000 faculty members

(Including 137,000 full-time teachers)

2.) Vocational Secondary School :

9,164

2,950,100 students

342,700 faculty members

(Including 224,100 full-time teachers)

Including :

* Senior Vocational School :

7,655

2,471,300 students

195,400 full-time teachers

* Junior Vocational School :

1,059

478,800 pupils

28,700 full-time teachers

2. The course of the Secondary V & T Education school

(1) Number of intermediate V & T school

(2) Total enrollment students

Conclusion :

During the last ten years, Vocational training has undergone a rapid development in China

Senior Vocational school has occupied important position

Vocational training at different levels and different forms is necessary

Management of the V & T school

Orientation's principle

A clear target of education :

To take a correct attitude toward running the school

Teaching and study should be taken as the key position and education should combine with production and labor

The relation of political and specialized education
    of teaching of theory and practice
    of general knowledge courses and technical theory courses
    of professional theory and professional practice

Scientific principle

Democratic principle

Socialization principle

Beneficial principle

Opening up principle

Teaching & Study in the V & T school

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1. Three tasks are :

   To grasp the general knowledge , basic specialized theories and technical skills

   To develop the ability of the students

   To set up dialectical materialist point of view and vocational virtue

2. Teaching content

   The training regulation :

   The instructive documents are laid down by the government

   Unified training purpose, Training course and length of training , in some way may be flexible in some situations

   Deal well with the following matters while drawing up syllabus :

   The relationship between political and professional education

   The relationship between general knowledge and specialized courses

   Vocational skills training must be emphasized

   Secondary Vocational School : 7 : 3

   Workers' Training School : 5 : 5 -- 6 : 4

   Senior vocational school : 7 : 3

The course offered in V & T schools :

Secondary technical school :

Politics, general knowledge courses, Basic specialized courses

Vocational practice courses

Workers' Training School :

Politics, General knowledge courses, Specialized coursed,

Practice courses

Example : 5.47 % , 38.89 % , 30.8 % , 24.8 %

The relationship between specialized theory and practice :

To reach the the junior technicians level

The length of practice :

for students of engineering : 20 -- 30 weeks

for students of liberal arts : 10 -- 15 weeks

Textbook : (teaching materials)

foundation, practice and flexible

3. the basic principles and general method of teaching :

A clear aim

To promote the activity of the students in study

To combine theory with practice

To teach students in accordance with their aptitude

To get good results in teaching

The general teaching methods :

Self-learning mode ;

Learning and study each other

Instruction mode : to listen to teacher's lectures is the main contents . Make great efforts to use modernized teaching method

Practice is a special and important teaching form, including teaching practice and comprehension practice

4. Vocational Morality Education

To set up student's correct point of view for profession

To help the student to has sense of being the masters of the enterprises

To love science,master technology and have the courage to blaze new trails

To fulfill duties and obey professional rules

The teacher staff of V & T school

The title of a technical or professional post

General knowledge and technical theory teacher :

Senior lecturer , lecturer , assistant lecturer and instructor

Practical training instructors :

Senior instructor,

Instructor of grade 1,

Instructor of grade 2,

Instructor of grade 3,

To be graduated from university or training school, and to have to receive training in pedagogics

Teaching job :

12 -- 16 hours lectures a week

The ratio of the number of the teacher to the number of student

for general knowledge and technical theory teacher

1 : 12 -- 1 :18

for practical training instructor

1 : 16 -- 1 : 22

Problems :

The number of teachers is not enough

To raise the level of the teachers is pressing

To establish the basis of training is an important task

Teacher sources :

From

University

Advanced V & T Teachers training college

14

Advanced teachers training college

Short-term Vocational University

To establish vocational and technical education college in nation's key university since 1989

Prospects of International Cooperation in

9

Vocational and Technical Education

The main problems in the development of V & T education in CHINA :

Scale, levels and structure of V & T education don't fit well with the development of urban economy and socialization in China

V & T education in rural area is still weak

It is essential to enhance the job of training teaching staff, teaching theory research and publishing training materials

There is need for improvement in facilities and equipment

Finance problem

International cooperation :

More and more teachers were sent abroad for training, to send group of visitors each other,jointly run V & T education school,

Dual Vocational Training has been try out in China

Exchange experiences in running schools

Cooperation in future :

The prospect of international cooperation in developing the V & T education in China is bright and promising

The programs of cooperation may be :

To exchange teacher staff and administrator

To exchange experiences

10

To sent teacher abroad for technical and practical training

Cooperation in running V &T education school, exchange training materials

To jointly run training basis for teachers of key V & T education school in China

Cooperation in theoretical research of vocational education theory

A Brief Description of Zhejiang University

Zhejiang University, an Institution of high learning with a long history(1897), is a multi-disciplinary University, Which includes science,engineering, liberal arts and management, with the former two as its mainstay . The students population exceeds ten thousand . It is listed as one of the national key institutions of higher learning directly under the State Education Commission

To occupy an area of 130 hectares with building totally more than 570,000 square meters

5300 staff members

1054 professors and associate professors

882 lectures

11,000 students

University undertakes nearly 1,000 research projects every year

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Ph.D .programs : 29

Master's degree programs : 76

Research Institutes Divisions : 72

State key lab : 9

Post-Doctor Research centers : 17 programs

University-Run factories : 9

The vocational and technical education college of Zhejiang University was established in 1989

Tasks :

Training administrators, principle, teachers for key V & T education school

Training directors of vocational education management from different cities and districts in South China

Mr. Ryan (USA)

INTERACTION BETWEEN SECONDARY EDUCATION AND PRODUCTIVE WORK IN CHINA

by

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INTRODUCTION

A process of economic structural reform has been developing in China since 1978. The concept of strictly centralized economy has been abandoned and a new economic pattern which combines planned economy with market regulation has been emerging. This new system has exerted great pressure on the existing education system and a large amount of technically qualified personnels have to be trained.

Education is expected to play an important role in socio-economic development in China. In accordance to the strategic layout of China's modernization, the Chinese Government has set forth its educational development objectives, those are, to establish a framework of socialist education system with Chinese characteristics and to meet the needs of socio-economic development at the present time and towards the next century. The Chinese educational system has, therefore, been undertaking reform since the early 1980's. Improving the tie and linkage between education and productive work is one of the most important features of this reform.

The strategy and practice adopted by the Chinese Government during the 1980's are the subject-matter of this paper.

A BRIEF HISTORICAL REVIEW

Soon after the founding of the People's Republic of China in 1949, the late Chairman Mao Tse-tong made his well-known remarks " Education must be combined with productive work ". This idea, however, was not consistent with Chinese tradition. In ancient China, education was considered an upper-class-exclusive priviledge laying emphasis on book knowledge. Practical skills, hence, were despised by the intellectuals.

Technical and vocational education (TVE) did not appear until the second half of the 19th century, following the emergence of industry in China. Vocational schools specialized in ship-building and navigation, railway transportation, mechanical engineering, agriculture, forestry, foreign languages, and military were established, from which skilled personnels were trained. TVE, serving production directly, did not expand rapidly for years after its birth in China owing to the effect of the traditional ignorance of skill training. Only after the founding of the People's Republic of China, however, has the importance of the linkage between education and productive work been gradually recognized. In schools, theory teaching was required to be accompanied by practice. The contents of practical skills were added to the curriculum of general education.

The rapid growth of industralization in the 1950's exerted great pressure on education in training large numbers of required technical personnels and skilled workers. A complex TVE system at the secondary level was, therefore, developed. The system was featured by over 1,200 "specialized secondary technical schools" as its backbone. There were 800 odd "apprentice schools" and a certain number of "vocational secondary schools" (most of these were agricultural schools located in rural areas) as well. Over 8 million technical personnels at primary and intermediate levels and skilled workers were trained from these institutions from 1949 to 1966. This system, however, was severely jeopardized during the period of "cultural revolution" from 1966 to 1976.

REFORM ON SECONDARY EDUCATION IN THE 1980'S

By the end of the 1970's, economic reform had been initiated in rural China where "people's commune" was replaced by a new "contracted household responsibility system". Under this system farmers contracted out a certain amount of state-owned land for agricultural production. The farmers undertook to pay tax and fulfill the state purchase quota, keeping the rest for themselves or selling the products for profit. This new economic pattern brought the farmers' initiatives into full play. The annual grain crop production in China increased more than 40% in 10 years. Small-sized rural industries had also been developed. The economic structural reform was then expanded to the urban areas in the early 1980's. Industrial enterprises gained more autonomy on management and the role of market-regulation was emphasized. The state-owned large and medium-sized enterprises were supplemented by the collectively owned and private business. Meanwhile, thanks to the policy of opening to the outside world, modern technology was extensively introduced. The new economic structures, the pressure of steady increase of production in both agriculture and industries, and application of new technology demanded a large number of qualified technicians and skilled workers. The secondary education structure in the late 1970's and the early 1980's, however, was far from being able to meet this requirement.

The secondary education of that time was a unitary system. It served only one goal, which was to prepare the students to compete for university entrance examination. Interaction between secondary education and productive work was not at all the concern of most educationalists. Owing to the large number of applicants and the limit of enrolment capacity of the institutions of higher learning, only 4% of high school graduates had the chance to continue their higher education in 1980. In other words, all the other high school graduates (about 6 million annually) would join the rank of the labour force without any appropriate vocational training. This phenomenon certainly would jeopardize China's effort of mordernization.

Educational structures should be capable of exercising flexibility to cope with changing socio-economic needs. The Chinese Government recognized that the TVE sector was the weakest link in China's education system. To alleviate the shortage of intermediate level personnels, in 1980 the Chinese State Council endorsed a policy document jointly drafted by the Ministry of Education and the State General Bureau of Labour, calling for the reform of secondary education structure. It was stated in the document that the nature of the reform was to strengthen the combination between education and productive work. Secondary TVE was then identified as bearing a major burden in the preparation of technicians and skilled workers. The document proposed the new policy of simulataneously developing general education and TVE. Starting from that time the following measures were outlined and put into practice:

1) TVE subjects should be added to the curriculum of general secondary schools, enabling students to master at least one vocational skill upon graduation;

2) Some of the general secondary schools should be converted into vocational schools;

3) All sectors of the society should be encouraged to help developing TVE, and the linkage and coorperation between schools and enterperises should be emphasized particularly;

4) The apprentice schools should be resumed and expanded;

5) The specialized secondary technical schools should be resumed and expanded.

A few years later another specific goal was set up by the Chinese Government: the enrollment of technical and vocational schools should be 50% of the total number of students at senior secondary level. From then on, serving the needs of economic development and productive work enjoyed priority in Chinese education.

CURRENT STRUCTURE OF SECONDARY TVE IN CHINA

Since 1980, specialized secondary technical schools have been resumed and expanded. These schools, as the most important component of China's TVE system, enroll junior middle school graduates (after 9 years of general education) for a programme of 3 or 4 years. Some of these schools (about one third) enroll high school graduates (after 12 years of general education) for a two-year programme. The specialized secondary technical schools aim to train technical and managerial staffs at intermediate level. All of the students are sponsored by the state and will be assigned jobs upon their graduation according to the needs of the state. In 1990 there were 2,940 schools of this type, specializing in industrial engineering, agriculture, forestry, public health, finance and business, legal service, physical education, and fine arts. Close to 1.5 million students registered in more than 500 specialities offered by specialized secondary technical schools.

Apprentice schools are the major form for training skilled workers. These schools register junior middle school graduates for a program of 3 years. Apprentice schools offer more than 400 specialities, covering light and textile industries, coal mining, power generation, oil industry, machine manufacturing, electronics, chemical engineering, metallurgy, geology, construction, railway and highway contruction, water transportation, post and telecommunication, civil aviation, commerce, and the catering and service trades. Practical training is emphasized which comprises 40% of the total teaching hours. Most of the apprentice schools have their own workshops or factories for practical teaching. Currently there are 4,102 schools of this tpye with an enrollment of 1.33 million. Same as the students of specialized secondary technical schools, students graduated from apprentice schools are guaranteed for employment.

As the most important feature of the secondary education reform, a large number of vocational high schools have been set up since 1980. The programme in vocational high schools is normally 3 years, aiming to teach the students practical knowledge and skills to prepare them to become qualified staffs or workers immediately after graduation. Vocational high school students are not guaranteed employment assignment upon graduation. They have to compete for jobs in the labour market which is a distinguished feature that differs the vocational high schools from the traditional pattern of specialized technical schools and apprentice schools. The vocational high schools have to make every effort to improve the quality of their education so that their students would be more competable in the labour market. Many urgently needed skilled personnels have been trained in the service and commercial sectors. In this way a large number of young people who have no opportunity to continue post-secondary education master a vocational skill. In 1990 there were 7,673 vocational high schools in China with a student number of 2.4 million. There are also apporximately 1,500 vocational junior middle schools, enrolling 0.5 million students.

In the rural areas more than 60% of junior middle school graduates return to their hometown and become a member of the labour force. To have these students grasp a vocational skill before leaving school has been the major concern of the rural educational authorities. To add vocational subjects to the curriculum of rural middle schools, a so-called "3 + 1" programme has been developed. It means a four-year junior middle school programme, including three years of general education plus one year of vocational training. The vocational subjects offered in these schools are determined by the local requirement. Sufficient evidences have shown that having mastered practical knowlege and skills in grain farming, livestocking, fruit growing, fishery, or technique needed by the rural industries, the graduates are able to make themselves and their families rich. This, in turn, greatly contributes to the development of rural economy. For this reason the rural middle schools of this tpye have been warmly received by the farmers.

ROLE OF GOVERNMENT IN THE EXPANSION OF TVE: IN THE CASE OF VOCATIONAL HIGH SCHOOLS

At the beginning of the secondary education reform in 1980, a large number of vocational high schools were established and they soon became very popular. The enthusiasm did not last very long, though, as it was difficult for the students graduated from these schools to find jobs. This phenomenon did not mean that the skilled vocational school graduates were over-supplied. During those years, new economic system was emerging and new technology was introduced from western countries. The quality of the labour force was then far from adequate. The employment system managed by the labour department of local government, however, did not give priority to vocational high school graduates. On the contrary, a lot of general high school leavers who did not have any vocational training occupied the employment vacancies. The misconncetion between education and productive world jeopardized both the labour quality of enterprises and the initiative of vocational high schools. It also showed that without a compatible employment system, reform on educational system would not be successful.

To improve the situation, the Chinese Government made several major policy changes in the mid-1980's, so as to achiveve its objectives in meeting the demand for technicians and skilled workers. The policy changes included the principle of "vocational training before employment" which required the enterprises to employ TVE school graduates prior to other applicants. This policy had had a major impact on the development of TVE. Graduates from vocational schools had been given priority in employment opportunity. The enrollment level tremendonsly increased during the

1984-85 period. By 1990, the enrollment of all types of TVE schools had been 45.8% of the total number of students at senior secondary level.

Since the planned economy is still playing a major role in today's Chinese economic life, the labour departments of local governments are responsible for overall employment plan of various sectors of the society. In many regions, education and labour departments are working coordinately on labour market forecast, enrollment level of TVE schools, informal vocational training plan, arrangement of employment for TVE graduates, and etc. They also make recommendations on the adjustment of specialities offered by all three types of TVE schools in the same region to avoid possible overlapping. In a developing country lacking of sufficient financial resources to support education, this coordination is a necessity to achieve the best results with limited fund.

VARIOUS FORMS OF DIRECT COOPERATIONS BETWEEN EDUCATION AND ENTERPRISES

Considerable efforts have been made by the Chinese Government to strengthen the linkage between education and productive work since the past decade. Reforming educational structures and developing TVE system have been part of the efforts to make education serve economic development and production. Enterprises, especially the large and median sized state-owned ones, have also been encouraged to be directly involved in educational affairs with TVE in particular. This has helped the government to relieve some financial burden and more important, it has helped the technical and vocational schools to improve their quality. The direct cooperation between education and enterprises can be seen in various forms:

a) Directly running apprentice schools by enterprises. More than 80% of the 4,000 odd apprentice schools are directly funded and managed by enterprises. Machines and other equipments in these schools needed for practical training are provided by the above-mentioned enterprises. Experienced engineers and technicians from the enterprises perform the duty of technical instructor in the apprentice schools on part-time basis. Students are also offered the opportunity to have classes of technical practice in the enterprises. Curriculum is adjusted according to the requirements of the enterprises. Upon graduation, students will be employed by the enterprises. The benefit to the enterprises is that they are able to train their future employees according to their own needs. In many cases apprentice schools also have the function of on-the-job training centres. The duel-system of Germany has been introduced into China, and is being conducted in a few cities on trial basis.

2) Directly running some of the specialized secondary technical schools by enterprises. Most of specialized secondary technical schools are run by operational ministries of State Council or departments concerned in the local government. Approximately 20% of them are run by industrial and commercial sectors in society. They normally are those of large sized state-owned companies. The schools train technicians for the companies and, in some cases, for other enterprises of similar type.

c) Jointly running vocational high schools by educational departments and enterprises. As mentioned earlier, the history of vocational high schools is rather short. The conditions of many schools, in the respect of teaching materials, laboratory equipments, quality of technical instructors, and workshops for practical trainning, are rather inadequate. Hence the educational authorities, to arouse the enthusiasm of all sectors concerned in society to support TVE, have invited enterprises to jointly run some of the vocational high schools. The involvement of the enterprises include donating financial assistance, appointing technical personnels as part-time teachers or instructors, and providing workshops for students to conduct practical training. In return, the enterprises are given the priority to select the best graduates from these schools for employment. Since the students have been trained specifically according to the needs of and the standards set up by the future employer, they would have a better chance of being employed upon their graduation. This form of cooperation has been proved to be of mutural-beneficial.

CONCLUSION

The mass expansion of general education in the late 1970's in China took place at a time that rapid economic growth had just started. As it can be observed repeatedly in developing countries, the social pressure and demands on higher education have been tremendous. Young people and their parents have been increasingly aware of the importance of diplomas for access to decent jobs and respectable social status. The so-called "diploma fever" has certainly been endemic in China. Indeed economic development requires scientists and engineers supplied by higher education. Nevertheless, it needs much greater number of intermediate level technicians and skilled workers. To a certain degree, the shortage of personnels at this level has been the cause of poor quality of many products in China. Only the development of TVE, both formal and informal, can meet this requirement. TVE, however, is a costly form of education. In a developing country like China, solely relying upon the budget from the government would never be able to go too far in the development of TVE. The solution is to stir up the enthusiasm of all sectors in society to support technical and vocational education and training. It is fairly safe to say that without an active involvement of the enterprises, TVE would have no chance to be successful. This has been one of the most important lessons we have learned over the past decade.

EDUCATION AND TRAINING FOR EMPLOYMENT IN THE UNITED STATES OF AMERICA

A SUMMARY

for the

International Round table
on
Vocational Training and Employment

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by

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EDUCATION AND TRAINING FOR EMPLOYMENT IN THE UNITED STATES OF AMERICA

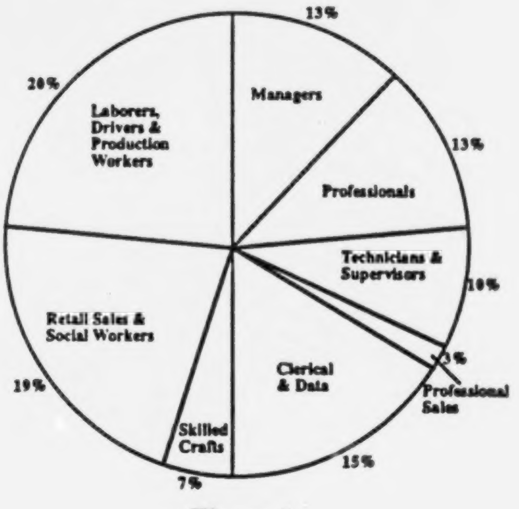
A SUMMARY

Because of the necessity for skilling and reskilling of the American workforce, the vocational education system is in a state of constant change. Political, educational and labor leaders work continuously at fine-tuning the system to meet the needs of their constituents. However, today those constituents appear to be asking for a major overhaul more than a slight fine-tuning. The reasons are apparent in the dynamics of the country's economy and workplace.

For example, Tony Carnevale in America and the New Economy points out that the country "is adjusting to the competitive realities of a new economy" (p.i). The new economy results from global competition and the use of flexible technologies to pursue new competitive standards of quality, variety, customization, convenience, and timeliness in addition to the usual productivity. These require new kinds of organizations that, in turn, create a new mix of jobs--more in service and fewer in production. Workers must be more highly skilled to respond to the new requirements.

Clearly, in summary, an overhaul is being demanded to provide a more responsive system.

To better understand the dynamics of the USA in 1991, it may help to have an overview of the employment scene. Figure One displays the workforce in eight segments. Each segment represents a percentage of the workforce.



Where People Are Working

Figure 1

Distribution of the Workforce

SOURCE: U.S. Bureau of Labor Statistics

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During the pre-industrial craft economy, production was characterized by workforce autonomy. The producers were farmers, miners, and artisans. Both the type of craft work and the workers' tools were subservient to the skills of the worker. With the advent of the industrial age, the mass production economy, the autonomous worker gave way to the dependent employee whose work relied much more on the workplace and its environment. This worker, though still humanly autonomous, because more a co-worker with the machines of mass production. Though the specialists still survived, they were a small minority. The trades with their specialists still exist and flourish in some areas of the country. However, the tools of some trades have changed drastically. Numatic and electrical equipment replace the much slower person-powered tools of yesterday.

Now while "the emerging new economy retains the volume and productivity standards of mass production and marries them to the craft standards of quality, variety, customization, convenience, and timeliness. A notable difference is that autonomous artisans and anonymous mass production workers are replaced by interdependent work teams" (Carnevale, 1991, p. 4).

Carnevale in the publication America and the New Economy adds that, "At present, our general understanding of the new economy far exceeds its acceptance in the American workplace. In short, we know where we need to go, but we don't know how to get there" (p. 5). We do know that our path to this new economy does include a more responsive vocational education and training system. Jobs today (Figure 2) require more education than jobs of the past required. Jobs of the future are forecasted to require even more education and training.

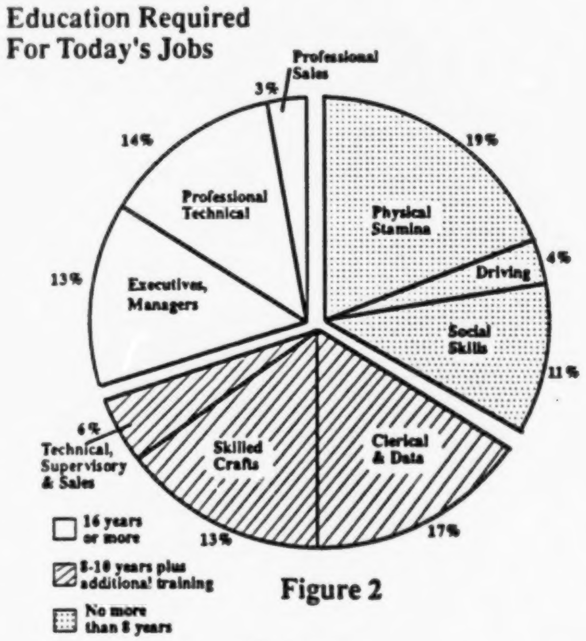

Figure 2

SOURCE: U. S. Bureau of Labor Statistics

According to a national study (National Center on Education and the Economy, 1990) and confirmed by BLS data, jobs held by the workforce in the USA can be highlighted by the following:

- More than one-third require little more than an eighth grade education.
- More than one-third require a basic education plus some additional non-college skills.
- Less than one-third require a four-year college degree.

Now let's examine the outlook for the future. Two-thirds of the work force of the year 2000 is working today, and the other third has already been born. Because of slower population growth, fewer people will be entering the work force, so the average age of workers will increase.

This different work force will fill very different jobs--jobs that require higher skills in communication, mathematics, and reasoning. As new jobs are created, the majority will require education beyond high school.

When all these trends are considered in light of the fact that we will no longer grow by adding workers as we have in the past, it is clear that education for the workplace--vocational education--faces new challenges.

Context of Vocational Education*

The very foundations of vocational education in the United States of America have been and are continuing to be closely examined. This will continue to occur because the very being of vocational education is dynamic and not static. The people served, the skills taught, and the delivery systems all change. To better understand these, it is necessary to review the overall context of vocational education.

Public vocational education must be understood as it exists within the nation's public education system as well as within the broad vocational-technical education and job training system, which requires the cooperative efforts of a variety of agencies and programs. Key among the providers of education and training for work are publicly funded secondary, postsecondary and adult vocational education; apprenticeship; on-the-job training offered by business, industry, and trade unions; proprietary schools; military job training; and federally funded training programs such as those provided through the Job Training Partnership Act (JTPA) and the Job Corps.

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*The following section of this paper has been drawn directly from a chapter by this author with Frank C. Pratzner in the book Handbook of Research on Teacher Education, 1990, edited by W. Robert Houston.

Despite overlaps and gaps, each education and training agency or program has identifiable purposes and clientele. Collectively, they constitute a very significant enterprise, affecting millions of lives and spending billions of dollars annually. They differ from each other fundamentally in their goals--from remediating early socialization gaps to increasing profit margins. Their instructional strategies range from traditional classroom practices to on-the-job mentoring. They focus upon competencies that range from literacy skills to job ready technical proficiency, from personal development to work socialization, from basic assembly to complex state-of-the-art high technology. Their organizational structures range from federal, state, and local agencies or multi-corporate companies, to single programs in a school system or an entrepreneurial operation.

This enormous diversity in programs and services contributes to the broader goal of providing multiple service deliverers at the local level so that individuals at different ages and stages of their lives have options that meet their specific developmental and employment needs. Because these diverse programs have not been viewed by themselves or by others as components of an "articulated system" for work preparation, there has been little coordination or collaboration in their policies, practices, or services (Taylor, Rosen & Pratzner, 1982; Barnard, Leach & Hofstrand, 1985). Moreover, they do not share a common philosophy or approach to education and training.

Public Sector Programs (Secondary)

Public secondary vocational education is offered in approximately 17,000 high schools in the nation (National Council on Employment Policy, 1982). "The nation's secondary schools provide occupational education to about 5.5 million students at a cost of about $6.5 billion per year" (Carnevale, Gainer, 1989, p.9). Evans (1982) notes that four principal goals of vocational education are to "(a) provide the skilled workers needed by society, (b) increase the work-related options of trainees, (c) increase the face validity of general education and (d) enable trainees to improve their working conditions" (p.267).

One of the more common organizational arrangements for postsecondary level vocational education is as a part of the comprehensive high school. The arrangement of general academic, college preparatory and vocational offerings tends to generate greater interaction among both students and faculty from all instructional areas. The amount of vocational education provided varies widely from one school to another, depending upon the number of students served, resources available, and interests of students and schools in that particular locality (Weber et al., 1988).

The separate area vocational school, supported by a local school district or a group of school districts, is another organizational arrangement for vocational education. Students receive occupational preparation, as well as academic and related education, away from their neighborhood high schools. Area vocational schools have a broad base of support, and thus are able to offer a wide variety of vocational programs.

Vocational education in the United States has developed, by and large, as an adult enterprise. Little vocational education per se is available in American schools below the ninth grade level. However, pre-vocational programs such as career education, industrial arts (technology education), and home economics are provided as part of the general education curriculum.

Secondary level vocational education is virtually the only formal system of job preparation available to youth in this country. It is the mainstream system for youth to obtain education and training for work that requires less than a baccalaureate degree. All of the other major training programs, such as those offered through apprenticeship, the military, employers, proprietary schools, and community colleges are adult program. They are only available to adults or to older youth who have completed high school and/or are at least 17 to 18 years of age.

Public Sector Programs (Postsecondary)

At the postsecondary level, vocational and technical programs are offered in two-year community colleges, area vocational-technical schools and technical institutes. Postsecondary enrollment has increased sharply in the last few years, as displaced and underemployed youth and adults have sought skills that are more saleable in a rapidly changing labor market. In 1970, there were fewer than 1 million students in postsecondary programs; by 1984, there were over 10 million (National Center for Education Statistics, 1984).

The postsecondary occupational education system is the principal system for preparing and upgrading the half of high school graduates who do not go on to college and who ultimately populate the nonsupervisory work force as technicians, technologists, and craft and skilled workers. Vocational schools, junior colleges and technical schools, the military, and employers are the[**] principal providers of occupational education after high school.

The junior colleges and technical institutes are the foremost providers of qualifying training and upgrading in this system. According to the Bureau of Labor Statistics, junior colleges and technical institutes provided qualifying training for about 5 million workers in 1985. These schools tend to provide job-related education for a highly motivated group of non-college students (nurses, health technicians, etc.) Junior colleges and technical institutes have become an increasingly important source of occupational training in communities across the United States.

[**] The remainer of this paper was drawn directly from The Learning Enterprise, Anthony P. Carnevale and Leila J. Gainer, 1989.

In 1933-34, there were only 532 two-year colleges nationwide, with an enrollment of just over 110,000; in 1983-84, the number of two-year institutions had risen to 1,219, and full-year enrollments to nearly 5 million. About 55 percent of all college freshmen were enrolled in community, technical, and junior colleges. Counting the estimated 4.5 million non-credit enrollers, total enrollments in junior colleges and other two-year institutions reached nearly 10 million in 1983-84. Reflecting the attraction of community colleges to adult learners, the average age of the student body is twenty-nine.

Public Sector Programs (Adult)

Adult vocational-technical programs constitute an important part of vocational education at both the secondary and postsecondary levels. In light of current economic and social trends, the occupational emphasis in adult education is not surprising. Millions of adults are finding that jobs in expanding areas of the economy for which they are qualified are unavailable. These adults must either change career focus or upgrade their knowledge and skill levels.

Proprietary Programs

In addition to the junior colleges and technical institutes, there are non-collegiate vocational schools. They provide job-related training in many of the same areas as the junior colleges, but tend to specialize in less technical fields, such as barbering, hair dressing, and truck driving. These institutions provided qualifying training for 3.7 million workers and upgrading for 1.6 million workers in 1985.

Military Training Programs

Military training, also part of the postsecondary occupational education system, accounts for the largest share of government training expenditures. For fiscal year (FY) 1989, $17.6 billion was appropriated to provide 249,168 "man years" of training to persons in all service branches.

According to the Bureau of Labor Statistics, the military has provided qualified training to almost 2 million Americans currently in the workforce. Job-related training in the military is concentrated in electronics, computers, and aircraft engine repair.

Formal Apprenticeship Programs

Formal apprenticeship programs, which now apply to some 415 trades, include both classroom instruction (a minimum of 144 hours a year) and hands-on learning (a minimum of 2,000 hours, or one year of OJT). Under the National Apprenticeship (Fitzgerald) Act of 1937, unions and employers determine their own requirements and administer their own training program within the framework of basic standards laid down by State Apprenticeship Councils or the Bureau of Apprenticeship and Training, U.S. Department of Labor.

Training periods range from one to six years, depending on the degree of skill involved, with most trades requiring from three to four years of instruction.

In 1988, there were 303,000 registered apprentices receiving training. More than 38,809 apprentices completed required training in 1988, and 100,440 were newly indentured (i.e., formally accepted as apprentices). Slightly more than 60 percent of the registered apprentices in the country were in building trade occupations, nearly all of them in the unionized sector (Carnevale and Gainer, 1989).

Employer-Based Training and Development

Employer-based training and development, along with selection, appraisal, and rewards, is one of the human resource management systems usually found in employer institutions. The principal objective of the employer-based training system is to serve the strategic goals of the employer institution through two different kinds of training: formal course work and informal on-the-job training. Currently, employers spend about $30 billion for formal training and anywhere from $90 billion to $180 billion for informal training. Informal training is the principal means by which technical, economic, strategic, and regulatory changes are gradually integrated into the workplace, especially among the nation's small employers. Employers either provide their own formal training or buy it from outsiders (Carnevale, Gainer, 1989).

An entire industry exists to provide training tailored to the needs of specific employers. Large companies buy almost 40 percent of their formal training from outside providers, mid-sized employers buy an even larger share of their training outside, and small employers go outside for nearly all their formal training.

Higher education institutions, private, for-profit companies, professional societies, and a host of individual consultants provide training for managerial and technical elites. Training for technicians and craft and skill workers is available from junior colleges, postsecondary technical schools, and private providers.

Second Chance Training

The second chance training system is composed of both public and not-for-profit institutions that offer federally funded, locally delivered public programs to persons who are not receiving training from either the public schools or employers. It provides assistance for dropouts, persons who have failed or are likely to fail the transition from school to work, the underemployed, the working poor, and persons who have been dislocated from their jobs with dim prospects for reemployment. Almost 40 million Americans currently fall into one or more of these categories.

Conclusion

The vocational education system of the United States, as it has been summarized here, may seem to be complex. We have reviewed public sector programs (secondary, postsecondary, and adult), proprietary programs, military training programs, apprenticeship programs, and employer-based training and development programs complemented by the training industry and second-chance training.

This multilayered system has both advantages and disadvantages. A great variety of opportunities exist for people to gain the skills they need. Providers of these programs must be responsive to the dynamics of the work place. Yet it is recognized that greater challenges to the system have never existed, and that a greater degree of coordination may be needed.

In our President's recently announced America 2000, An Education Strategy, the challenge is stated that "Comprehensive, well-integrated lifelong learning opportunities must be created for a world in which three of four new jobs will require more than a high school education" and that all must have "access to flexible and comprehensive programs that meet their needs." (U.S. Department of Education, 1991, p.69). We will continue to work at this challenge.

Others around the world are facing similar challenges. As we work at these challenges, we welcome opportunities to do so in partnerships that are increasingly global.

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